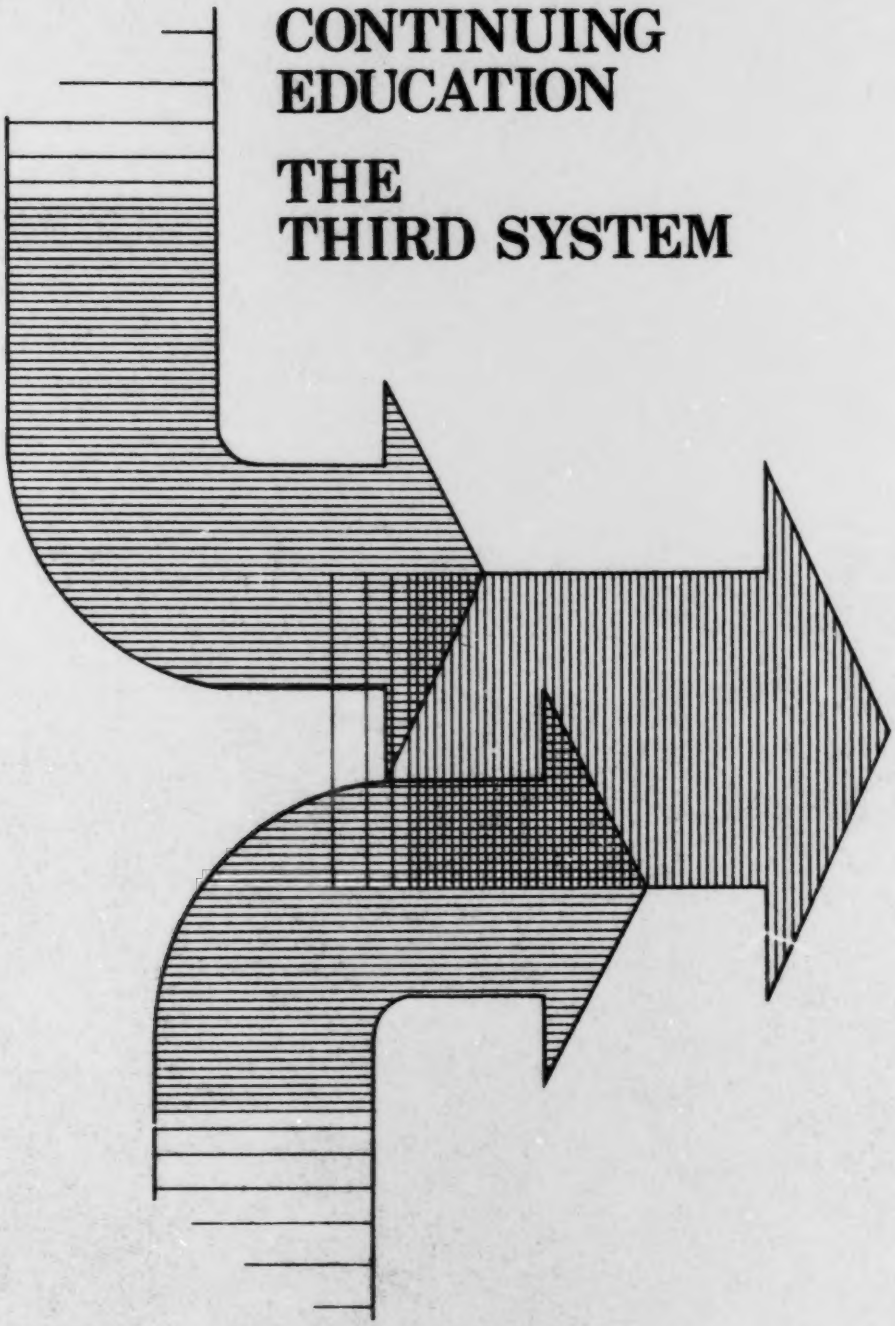
Ontario
Ministry of Education
Ministry of Colleges and Universities
Hon. Bette Stephenson, M.D., Minister
Harry K. Fisher, Deputy Minister

CONTINUING EDUCATION

THE THIRD SYSTEM



CONTINUING EDUCATION:

THE THIRD SYSTEM

A DISCUSSION PAPER

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Introduction

Each year over a million students in Ontario are enrolled in continuing education programs in the elementary and secondary schools, and in the colleges, polytechnical institute, and universities of the post-secondary system. As well, millions of dollars are annually invested in continuing education by both the public and private sectors. There are many reasons why these numbers are expected to grow in the future:

-- By the turn of the century, the number of Canadians between the ages of forty and sixty-four will have increased from 6 million to more than 9.25 million. Since this age group will be better educated than ever before, it may generate enormous demands for increased learning opportunities.

-- Because of the high rate of technological change, recent graduates may have to be retrained several times in their working lives. As well, there are predictions that the revolution in the information-processing industry will create massive problems of unemployment and of retraining.

-- Knowledge is growing and much of it is rapidly becoming obsolete.

-- According to the latest census figures, 25 per cent of Ontario adults (both French and English) have less than Grade 9 education. Thus, one adult Ontarian in four could have difficulty in reading daily newspapers, most of which have a readability level of about Grade 8.

-- Individuals continue to develop throughout their lifetimes and many of them need learning opportunities to challenge their growing capabilities.
-- Many people enjoy learning.
-- Automation and the attendant unemployment may demand a basic change in our attitude towards work. In the future we may be more preoccupied with learning than we are today.
-- The emphasis on individual self-sufficiency in a conserver society may create a tremendous need for a wide variety of non-traditional, non-formal learning opportunities.
-- Much training and education is required and provided by business, industry, and professional associations. This training and education in the private sector may in fact be Ontario's most important growth industry today.

In spite of all this, the area of continuing education is hazily defined. Recently, a substantial demand has arisen from the elementary and secondary schools, colleges, universities, and less traditional organizations to define the direction that continuing education should take. A number of briefs enunciated this plea, from speakers representing both English and French groups, at the hearing of the Standing Committee on Justice on Bill 19 in the fall of 1979. Thus, it is appropriate for the Ministry of Education and the Ministry of Colleges and Universities to review and, if

necessary, revise their policies for continuing education.

Education in Ontario is delivered through three systems.[1] The first system includes the elementary and secondary schools. The second system encompasses the post-secondary institutions. These two systems form the part of the educational process that occurs before a learner first ceases to be a full-time student (i.e., leaves to go to work or elsewhere). Continuing education forms the third system of education. It includes educational resources and agencies through which adults obtain learning opportunities throughout their lifetimes after their initial schooling is terminated. While continuing education has become a significant part of the two traditional systems of education, it also includes an enormous range of learning activities outside of the traditional institutions.

Although the concept of continuing education as a third system of education may be novel, continuing education itself is not, as the following quotation suggests:

> This delivery system is not new. However misunderstood, it is as old, if not older, than the educational system currently used for full-time students. At different times and

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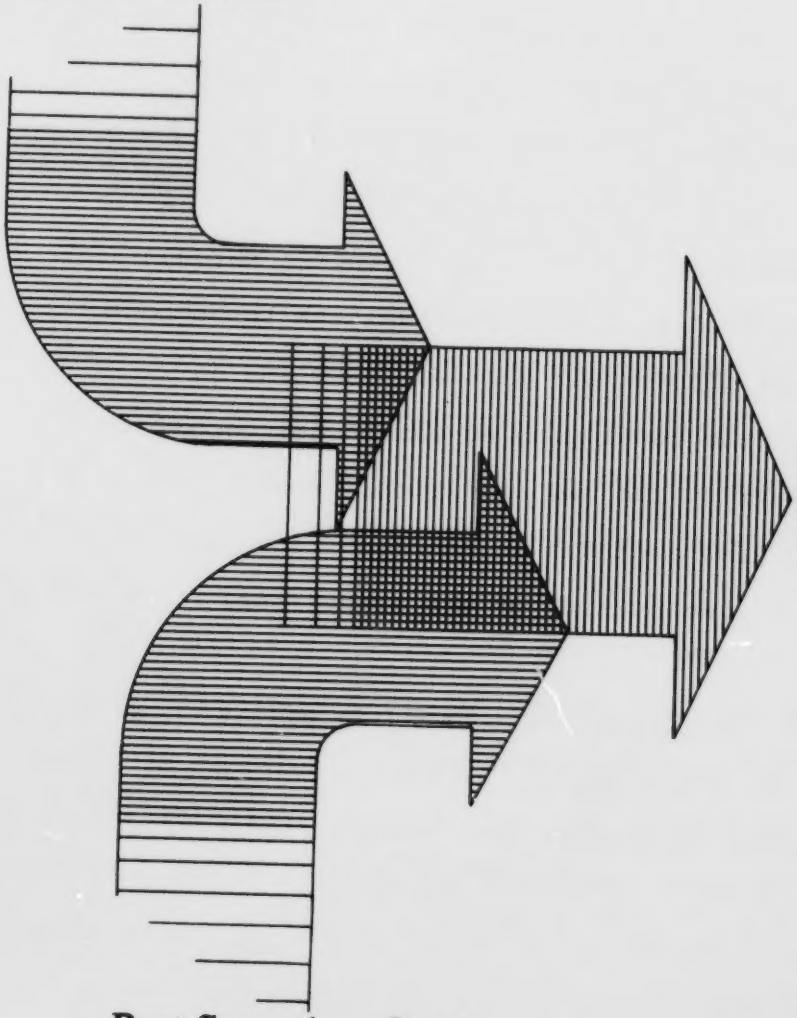
[1]The term "system" refers to the interconnection of learners, programs, faculty, facilitators, and physical locations within which education occurs.

Figure 1: The Three Systems of Education

Elementary/Secondary System
- elementary and secondary schools
- separate schools
- private schools



Continuing Education System

Post Secondary System
- colleges
- universities
- private vocational schools and colleges

places, it has been called many things: extension service; schools of adult education, continuing education, or general studies; weekend or evening colleges; or summer sessions.

In addition to providing classroom instruction this delivery system is characteristically adept at using conferences, workshops, special institutes, media and technology, and other innovative and experimental modes which will transport the benefits of learning to wherever and whenever learning is needed. More recently, it has begun to offer specially designed long-term programs leading to associate and baccalaureate degrees, and even, in some instances, to doctoral degrees.

From the National Advisory Council on Extension and Continuing Education, A Special Report to the Congress of the United States, p. 21.

Figure 1 illustrates the relationship of the continuing education system to the other two systems. As shown, there are opportunities for continuing education within the other two systems. For example, a high level of activity in continuing education and community involvement exists in the elementary and secondary schools (the first system). There is also a high level of activity in both credit and non-credit forms of continuing education in the post-secondary

institutions (the second system). The third system also includes a vast range of other continuing education activities, the complete size and scope of which are not completely known or understood.

Although all three systems of education have much in common, the following aspects make continuing education distinct:

-- Its organization tends to be loose and informal, with varied forms of delivery. Many agencies provide programs, and authority is often loose and decentralized.

-- Stringent admission standards are rare. Attendance is usually voluntary, with learners freely entering and leaving the learning experience as needs are satisfied.

-- There is an array of fees and financial support. Both federal and provincial ministries provide some support on either a regular or "one-shot" basis.

-- The learners are usually adults, involved primarily in part-time studies. At present, participation is highest among middle and upper socio-economic classes whose motivation for learning is often high.

-- Learners gravitate to agencies and providers that are geographically close and that are convenient in time scheduling. More sophisticated learners may well use several such agencies.

-- Programs tend to be flexible and are often directly oriented to the learners' expressed needs. The evaluation of programs is expressed by the learners'

reactions. If they like it, they come back.

-- A major feature is the use of part-time faculty members who are practitioners. Even in professional studies, a practising professional with no traditional teaching qualifications may be more attractive to learners than are teachers or academics with formal qualifications.

In this paper continuing education is defined as "the provision of opportunities for lifelong learning in English and in French to adult learners who are not involved in traditional full-time credit programs". "Adult learners" are those people at least sixteen years of age or older who are engaged in purposeful learning activities. Age sixteen is chosen since that is the earliest age at which students may leave compulsory schooling. "Lifelong learning" includes those purposeful activities that people undertake with the intention of increasing their knowledge, developing and updating their skills, and modifying their attitudes throughout their lifetimes.[2] The definition of continuing education given above and recognition of the third system of education are central to this paper and to the issues raised in the following sections.

The purpose of this paper is to foster discussion about:

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[2]Future Directions for a Learning Society, Lifelong Learning During Adulthood, p. 20.

-- current issues in continuing education at all levels;
-- the philosophical framework within which the Ministry of Education and the Ministry of Colleges and Universities can plan and develop policies for continuing education;
-- the criteria by which the Ministries can decide the extent of their involvement in various continuing education initiatives and activties in this province.

The existing philosophy of and provisions for continuing education are examined in the next section. Succeeding sections examine adult basic education, the co-ordination of the many forms of continuing education, the infrastructure and public access to continuing education, and issues related to legislation and funding for continuing education. A summary of the individual issues raised is presented at the end of the paper.

While this paper demonstrates that many of the elements of a successful framework for continuing education are already in existence, it also raises some fundamental questions that should be considered. Are part-time students entitled to equal services, the same high standards, and a similar quality of instruction and course content as full-time students in all institutions in both credit and non-credit courses? Will it be sufficient to promote continuing education through the re-direction of spare capacity and marginal adjustments in funding and priorities? Is it necessary and feasible to re-order priorities and re-distribute funding? These are some of the questions that require discussion.

A Philosophical Approach to Continuing Education

Introduction

This section examines some international approaches to continuing education, describes the existing policy provisions, defines continuing education, and raises the question of the extent to which the Ministry of Education and the Ministry of Colleges and Universities should make a commitment to lifelong education.

International Approaches

Internationally, three significant approaches have been advanced for the planning and implementing of learning programs on a lifetime basis. These are recurrent education, permanent education, and lifelong education. They date back only to the late 'sixties in this form and vary somewhat from one another in detail and emphasis. However, they all are based on two central tenets: (a) that educational opportunities should be spread over a lifetime, and (b) that continuing education must be dynamic.

"Recurrent education ... is a system for acquiring modular segments of knowledge and skills beginning at the end of compulsory education and continuing through a lifetime at the option of the individual."[3] This idea has been espoused by the Organization for Economic Co-operation and Development (OECD) which has its headquarters in Paris. It attempts to remove the stigma of dropping out and to provide people with opportunities

[3]Selma Mushkin, Recurrent Education, p. 295.

to "drop in" at appropriate intervals throughout their lives. At school-leaving age students could have the option of continuing in school or going to work with guaranteed access to further education The implications are that every level of education -- schools, colleges, and other institutions -- would have to re-package courses, units of study, and learning experiences to suit the learners' needs. Such a system assumes a good deal of central control over the traditional educational systems. Sweden is an example of a country that is making changes consonant with recurrent education.

Permanent education is the term adopted by the Council of Europe. It is a strategy based on social rather than economic considerations, having as its goal the preservation of European cultural heritage and the promotion of European cultural integration. It perceives insufficiencies in the present education systems and sees a need to "decentralize and to entrust to the community the responsibility to formulate its own objectives and organize its own community education".[4] This decentralized approach to education is very similar to the third approach -- that of lifelong eduction.

Lifelong education is the strategy advanced by the United Nations Educational, Scientific, and Cultural Organization (UNESCO). UNESCO believes that the society of the future will be a "learning" society and that

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[4]Tom Schuller and Jacquetta Megarry, Recurrent Education and Lifelong Learning, p. 15.

lifelong education, properly organized, will enable all of us to participate fully and to play a creative role in it. It seems to imply less government "management" and, concomitantly, a free enterprise approach to the provision of learning opportunities. According to Shulman,[5] the following would be the key features of this approach:

-- The approach would be a public strategy.
-- Adults would be able to obtain educational experiences throughout their lives on either a full-time or part-time basis.
-- Government support would be necessary.
-- There would be a degree of competition among programs and institutions.
-- The traditional systems of education would not necessarily be affected.
-- Lifelong education would be a more informal concept than recurrent education.

Lifelong Education in Ontario

It is possible to distil from these planning approaches a set of goals towards which specific provincial policies in Ontario could be directed.

-- to provide all capable citizens of Ontario with a basic education;
-- to encourage, create, or provide new learning programs as needs for them are recognized;
-- to co-operate with all levels of the educative society in the provision of opportunities for life-

[5]Carol Herrnstadt Shulman, Premises and Programs for a Learning Society, p. 11.

long learning;

-- to facilitate liaison and co-operation among government agencies;

-- to support all citizens in their efforts to become lifelong learners;

-- to enable learners of all ages in Ontario to become responsible, self-directed, and resourceful;

-- to encourage development of learning opportunities not otherwise available in the socio-cultural environment of individuals;

-- to promote a more flexible pattern of education, work, and leisure;

-- to ensure that learning activities provide learners with enhanced skills for further learning.

The following are some of the characteristics of lifelong education that provincial policies might be shaped to support:

-- Goals and objectives are related to human needs.

-- Goals and objectives are consistent with employment, labour, social, and cultural development policies.

-- Opportunities for learning are available in English or French throughout the lifetimes of citizens, with options for alternation between work and education.

-- Educational opportunities are available for full- or part-time learners in one or other of the systems.

-- Existing institutions operate on a competitive free-market basis.

-- The government encourages the planning and delivery of programs at the local level.

-- Provisions exist by which students can easily transfer between existing institutions and have access to existing programs.
-- The value of the life and work experience of learners is recognized.
-- The educational potential outside the elementary and secondary school system and the post-secondary system is developed.
-- Lively interaction takes place among education systems and their social, economic, and cultural environments.

Adult Learners and Their Needs

Adult learners are those people sixteen years of age or older who are engaged in purposeful learning activities. Although many adult leaners are engaged in traditional full-time credit programs leading towards a certificate, diploma, or degree at secondary schools, colleges, polytechnical institutes, or universities, these programs are not usually regarded as continuing education.

Recent studies have shown that 12 to 98 per cent of adults are adult learners.[6] The precise percentage in each case depended on the definition of learning used. This ranged from "people involved in organized instruction" to "people involved in deliberate efforts to learn". Research done in Ontario by TVOntario suggests that 75 per cent or more of all adults are or

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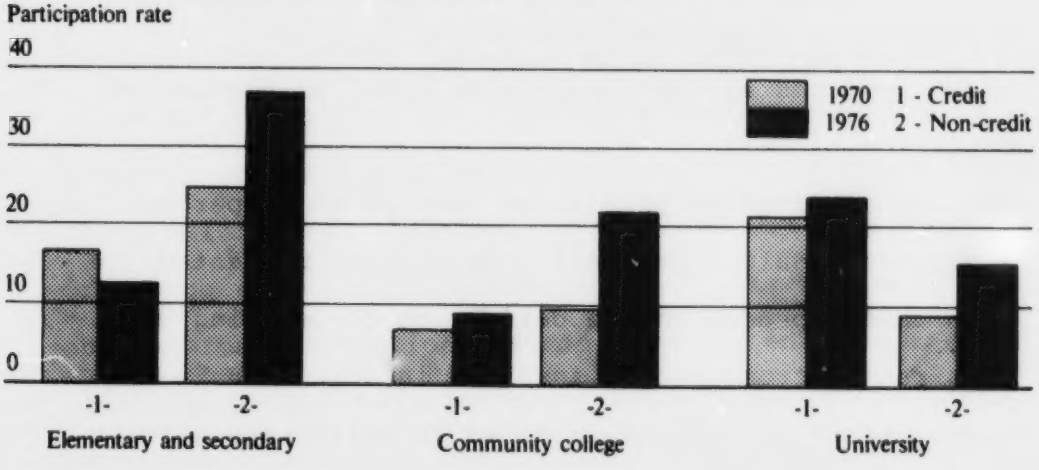
[6]Patricia K. Cross, "Adult Learners: Characteristics, Needs, and Interests".

want to be involved in further learning, if not in formal instruction.[7]

Figure 2 illustrates the rising participation rate among adults in continuing education (both credit and non-credit) in educational institutions in this country. Although the definition for continuing education used by Statistics Canada is almost identical to the one used in this paper, the Statistics Canada surveys do not include figures for students in non-formal programs in institutions such as the YMCA, in programs conducted by government ministries, and in the training and development programs of business and industry.

Figure 2: Participation in Credit / Non-Credit Continuing Education by Type of Course and Type of Institution, 1970 and 1976



Enrolment per 1000 persons aged fifteen and older not enrolled full time in an educational institution.

Source: Continuing Education: Elementary and Secondary. 1976-77. Catalogue 81-224; *Continuing Education: Universities. 1976-77.* Catalogue 81-225; and *Continuing Education: Community Colleges. 1976-77.* Catalogue 81-248

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[7] I. Waniewicz, The Demand for Part-time Learning in Ontario.

In Ontario, continuing education enrolments in the traditional institutions have surpassed full-time enrolments in all but the elementary and secondary school systems. Figure 3 gives the most recent figures.

Figure 3: Enrolments (Full-and Part-Time) by Type of Institution, 1978-79

	Full-time	Part-time enrolment (continuing education)
Elementary	1 290 337	315 000
Secondary	611 668	
Colleges	92 430	520 605
Universites	139 663	201 000

In the universities, approximately 116 000 of the part-time registrations shown in Figure 3 were for formal non-credit programs in 1978-79. In the colleges, 137 893 part-time enrolments were for general interest (non-credit) programs, although this figure by no means covers all the non-credit enrolments. Of the full-time enrolment listed for the colleges, 21 000 students are

in adult training and other federal manpower programs that fit the definition of continuing education as proposed in this paper.

These figures give some sense of the extent of continuing education activity, with over a million adults in the province involved in some way at formal educational institutions. Education for these students must focus on the individual adult learner, since individuals vary enormously in the ways they perceive and organize their work, relationships, and needs. There is also evidence that adults, as well as children, have different learning needs at various periods of their lives. It is equally true that individuals are motivated differently by parents, career aspirations, peers, and many other factors.

Education must pay close attention to discovering needs and to helping adults learn how to discover their needs. If some individuals have unique learning styles, methodology should take these differences into account. Shifts such as the following are now observable in some agencies:

-- from an emphasis on granting credits and certification towards an emphasis on service and support for learners;
-- from learner dependence to learner independence and self-direction;
-- from the teaching of subject matter to the facilitation of learning;
-- from content and product towards process;
-- from looking inward to the classroom towards looking

outward to the community;

-- from a factual and conceptual orientation to a problem-solving orientation;

-- from preparation for the future towards immediate use in the present.

The Educative Society

Our society includes many agencies that can and do contribute to lifelong learning. Among these are the following:

-- business and industry

-- the Canadian Armed Forces

-- museums, galleries, and libraries

-- government agencies

-- newspapers, radio, and television

-- service clubs and organizations

-- volunteer organizations such as literacy groups

Along with the more formal, traditional education bodies, these agencies provide planned opportunities for many kinds of learning including:

-- secondary school certification (part-time)

-- education for the effective use of leisure

-- job upgrading and retraining

-- academic upgrading

-- technical and scientific updating (professional)

-- acquisition of information about health and fitness

-- understanding of issues related to government and/or citizenship

-- personal, intellectual, and emotional development

-- adult basic education

Figure 4: Characteristics of Agencies Contributing to Continuing Education*

Type	Examples	Characteristics
I Traditional schools and universities	Schools Colleges Universities	Highly structured; prescriptive; rigid; competitive.
II Innovative school, universities, and colleges	experimental schools innovative units	Respond to criticism; flexible in organization and program; remedial; interdisciplinary.
III Lifelong schools, colleges, and universities; non-instructional schools	Correspondence education work-study programs open university folk high schools credit for work experience computer-assisted instruction	Moderate structure; formal courses/seminars; prescriptive goals; more attention to individual needs; learning can be separated into discrete courses; credit awarded per unit of learning; certification not guaranteed
IV Extension, community and "campaign" programmes	agricultural extension health education drug abuse programs community development education in-service education training and development	Structured; attempts to influence; deals with fairly prescriptive content; elective participation; privately sponsored; varied methods, structures, and organization.
V Clubs and participant-governed groups	social groups, service clubs societies, labour organizations political organizations, co-ops, religious groups, golden age	Participant-governed; elective membership; educational activities often secondary to goals; (seminars, luncheon speakers, service activities, etc.) are often secondary to goals
VI Mass media and information services	mass media libraries, museums, galleries, and centres	Informational and educational; people select information according to interest; services may be linked to educational programs.

* Based on Seth Spaulding, "Life-Long Education: A Modest Model for Planning and Research"

-- community development

-- acquisition of college diplomas, university degrees, and other forms of credentials (part-time)

-- cultural and linguistic development

Some sense of the enormous range of activities within the educative society can be obtained from Figure 4, which describes most forms of continuing education. Although the following description[8] of these various educative agencies is presented as one model through which to analyse educational activities, it is not intended as a prescription for continuing education:

-- Schools, colleges, and universities. The first two categories need little comment except to recall that they are based on assumptions that some authority sets the standards that students must meet.

-- Lifelong schools. This category uses the resources of schools, colleges, and universities, but allows the selection of individual courses or experiences related to the learners' needs. Credit can be granted for a single course, seminar, or learning experience without commitment to a full-time program. It is at this level that most formal continuing education occurs. The heavy participation of the adult population suggests that the response of the first two systems has been most significant.

-- Extension/community/campaign. Many of the activities in this category would not be described as education either by providers or users. Driver-safety, anti-

[8]Based on Seth Spaulding, "Life-Long Education: A Modest Model for Planning and Research".

smoking, drug-abuse, and environmental programs are often referred to as "campaigns". On the other hand, staff-training programs, community-development programs, and agricultural extension activities involve face-to-face interaction and are consciously associated with education. Since these activities are often sponsored and mounted by organizations outside of the formal education systems, they are usually excluded in educational planning and often ignored in educational studies.

-- Clubs. This category includes the voluntary organizations, the community groups, and the self-help agencies that have contributed so much to the richness of Ontario's educative society. Labour groups, co-operatives, service clubs, and other organizations have long, and often distinguished records in providing cultural enrichment and basic educational services to their members and to their communities. An effective policy for continuing education would support and encourage this level without interfering with the freedom of these organizations.

-- Mass media and information services. The educative capacity of the media and of cultural institutions such as art galleries and museums is obvious and immense.

The potential inherent in the co-operation and complementary interplay among these six levels should be

a central concern governing any policy for continuing education. Government direction and sponsorship may be neither possible nor desirable in all cases. Many agencies in Ontario's educative society provide learning activities for the citizens of this province in both English and French.

Existing Policy Provisions

The policy references in this section extend only to the Ministry of Education and the Ministry of Colleges and Universities. Documents and references explicitly relating to continuing education policy are few. The scope of continuing education is much broader than the responsibilities of these Ministries suggest.

Colleges of Applied Arts and Technology

Definition. There is no statement in official documents that defines continuing education. The Audited Enrolment Report Guidelines (1978-79) of the Ontario Ministry of Colleges and Universities contains several categories for part-time students, including one for part-time credit students which is called "C.E." (see Appendix A).

Goals. The goals of college and manpower training programs were published in Education Ontario, Spring 1980. One college goal -- "to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates" -- and all of the goals of manpower training programs (see Appendix A) are applicable to continuing education.

Legislation. The Ontario Ministry of Colleges and Universities Act, 1971 enables the Minister to establish colleges to offer "programs of instruction in ... vocational, technological, general, and recreational education and training in day or evening courses and for full-time or part-time students" (see Appendix A). As well, Ontario Regulation 169 (formerly 268/65 S4) required the colleges to prepare a study of needs and to make recommendations for the Minister's approval for their post-secondary and adult education programs. These are the only specific references to continuing education in college legislation. Under the terms of the federal Adult Occupational Training Act, 1966-67, the Ministry of Colleges and Universities, and through it the colleges, have a role in manpower training programs (see Appendix F).

Role. The operative statement of the colleges' role remains a speech made by the Honourable William G. Davis in May 1965 (see Appendix A). The course offerings envisaged at that time included "general adult education programs", "recreation", "re-training, upgrading and updating courses", and "other courses to meet local needs". The colleges were proposed as comprehensive institutions "providing a wide variety of programs of varying lengths including work-experience programs, by day and in the evening, for adults as well as for youths, and for probably more part-time than full-time students". These proposals rather accurately

predicted the continuing education role of the colleges today.

Funding. The following categories for part-time students relate to continuing education courses: post-secondary (credit), vocational, avocational, and management development. The relevant guidelines are currently under review. The impact of the 1978-79 guidelines provided one-half the full-time equivalent funding for all continuing education students. The proposed guidelines will probably recommend full funding for certain credit programs and 10 per cent funding for the rest.

Universities

Definition. There is no explicit definition of continuing education in the legislation establishing Ontario universities. The present operating policy of the Ministry of Colleges and Universities on continuing education is as follows:

1. The term "continuing education" refers to non-credit studies only.
2. Part-time credit studies are fully integrated with full-time credit studies in terms of all Ministry policies involving funding; the sole distinction between part-time and full-time credit studies is course load.
3. Non-credit or continuing education programs/courses at universities are not eligible for financial support from the province; they must be operated on a fee-recovery basis.

4. As legally autonomous institutions, universities are free to use funds earned through fee recovery from non-credit courses for any purpose they desire.

Goals. The Minister of Colleges and Universities recently listed "the Government's objectives in supporting the Universities of Ontario" in Education Ontario, Spring 1980 (see Appendix B). No specific reference was made to continuing education, but "accessibility to higher education" is a primary social goal of the government.

Legislation. There is no mention in the legislation governing Ontario universities of the provision of different types or levels of education by universities. In practice, the universities offer courses for credit or non-credit as they see fit. Statutes of the University of Toronto dating back to 1894 refer to "university extension" as originally comprising both credit and non-credit courses. All universities, the polytechnical institute, and related institutions provide non-credit professional development and general-interest courses.

Role. Continuing education has historically been a part of the over-all role of Ontario universities.

Funding. According to the Ontario Operating Formula Manual, only full-time and part-time credit courses are funded in universities. Non-credit courses are not eligible for operating grants. Student registrations

for part-time credits are converted on a fractional basis directly related to the proportion of the full-time course load being taken. In order to be eligible, the students must be taking credit courses for which they are graded.

Elementary and Secondary Schools

Definition. Although there are references to adult education and continuing education in The Education Act, 1974, Regulations 228/80 and 704/78, and in Circular H.S.1, 1979-81, there are no definitions of these terms. Circular H.S.1, 1978-81 suggests that the main purpose of continuing education "through evening and day clases is to benefit adults who have left school". The term "continuing education class" in Regulation 704 has referred to the provision of both credit and non-credit courses, usually in the evening and usually to part-time students (see Appendix C).

Goals. The Minister published the goals of education for schools in Education Ontario, Spring 1980 (see Appendix C). This publication stated that "these goals apply ... to all stages of learning, whether in the schools, the colleges, the universities, or the work place". Furthermore, the Minister's concluding remarks linked these goals with continuing education: "To the extent that these goals ... are achieved ... inside and outside the schools of this province, to that extent will the future citizens of Ontario be lifelong learners".

Legislation. There are many sections of The Education Act, 1974 that refer to evening classes, adult education, correspondence courses, and leadership training (see Appendix C). Section 37 defines resident pupils eligible for grant support as full- or part-time students. Sections 147 and 149 list the rights of boards of education to provide classes in the summer and in the evening, to provide free lectures, to use school property and buses for any educational purposes, and to set up vocational courses (see Appendix C). The provision for vocational courses extends to full- or part-time attendance during the day or evening by adults whom the principal considers competent without regard to previous school standing. Regulation 704/78 section 9, provides for continuing education classes (see Appendix C) and makes reference to courses of study, accommodation, teachers, textbooks, and credit if applicable. Circular H.S.1, 1979-81 provides important regulations for equivalency credit for mature students who are enrolled in continuing education classes. Credits may be granted for maturity, work experience, equivalent education, and apprenticeship training (see Appendix C).

Role. Regulation 704/78 allows elementary schools to offer only courses of study that the board is authorized to provide in its day school program in the Primary, Junior, and Intermediate Divisions. This provision is a clear role statement. The secondary schools have a

clear mandate for vocational courses in special full-time day study, part-time day, and evening study. Earlier, Memorandum 1967-68:54 spelled out the division of roles between school boards and colleges of applied arts and technology (see Appendix D). Although it is somewhat out of date, this memorandum is an important attempt to rationalize the roles of the two institutions.

Funding. Ontario Regulation 228/80 (the General Legislative Grants) spells out the rules for funding continuing education classes (see Appendix C). Both credit and non-credit courses are funded equally, but there is an upper limit on enrolments, which for most school boards is considerably above their current numbers. Summer school credit courses, driver education, and heritage-language programs are specifically excluded from this ceiling. Driver-education (classroom instruction only) and heritage-language classes are funded on an instructional-hour basis rather than through the full-time equivalent funding used for all other classes. The factors used to calculate continuing education grants are subject to the approval of the Minister.

Conclusion

Some of the issues raised in this section revolve around the definition of continuing education that has been used i.e., "the provision of opportunities for lifelong learning in English and in French to adult

learners who are not involved in traditional full-time credit programs".

Statistics Canada, which reported continuing education enrolments between 1970 and 1977, includes under "continuing education" all students enrolled part-time in credit and formal non-credit courses, university certificate courses, professional association courses, professional development, and general-interest courses. While this approach seems to reflect the public perception of continuing education, it seems appropriate to raise the following question:

Issue 1(a) Should the definition of continuing education include part-time credit courses?

The age of sixteen has been used to define "adult" because in Ontario this is the age of school leaving -- the first opportunity to cease initial education. It seems likely that continuing education funds now support programs and courses for those under age sixteen. If the proposed continuing education definition is adopted, it may be necessary, if considered desirable, to assure the support of programs and courses for those under age sixteen in another way. This interpretation also raises the question of how to treat sixteen- to eighteen-year-olds who may now leave school without completing the Secondary School Graduation Diploma and who are not eligible for funding in college programs until they attain mature student status at age nineteen. The second question to be raised, then, is:

Issue 1(b) Should a minimum age other than sixteen for an adult learner be considered?

The acceptance of the definition of continuing education would imply a recognition of the third system of education. Continuing education would be seen as distinct from youth education and full-time post-secondary education, even if the three occur in the same physical setting. As well, the definition could furnish a focus and lay the foundation for closer links among provincial policy fields such as education, manpower training, culture and recreation, health, and social services. It could facilitate the acknowledgement of the role of clubs, service organizations, government departments, trade unions, businesses, non-profit organizations, and others.

The definition states unequivocally that continuing education is for adults. It tends to de-emphasize the difference between credit and non-credit programs, which may minimize the thrust of credentialism. The definition also makes specific provision for part-time learners, the new majority in educational institutions. Thus, a third question may be raised:

Issue 1(c) Should the definition be broad enough to recognize all the learning activities of the third system?

If the definition of continuing education is accepted, a further question is raised:

Issue 2(a) Should the province leave the development of continuing education to evolve with no commitment to an over-all philosophy?

This would require the least expenditure of time and energy for the Ministries. There is already much activity in continuing education, and one could argue that nothing is wrong with the present state of affairs. On the other hand, pressures from the public (see Appendix E) and the literature suggest that some changes might be appropriate.

Issue 2(b) Should the province adopt a statement of guiding principles related to lifelong education?

This option is attractive: some direction would be provided and some scope allowed, without leading to individual and institutional interpretation that might have negative effects.

Issue 2(c) Should the province as an alternative, articulate a formal commitment to lifelong education that embraces the wide range of needs and concerns of Ontario's adult learners and the full range of formal and

informal delivery agencies in our educative society?

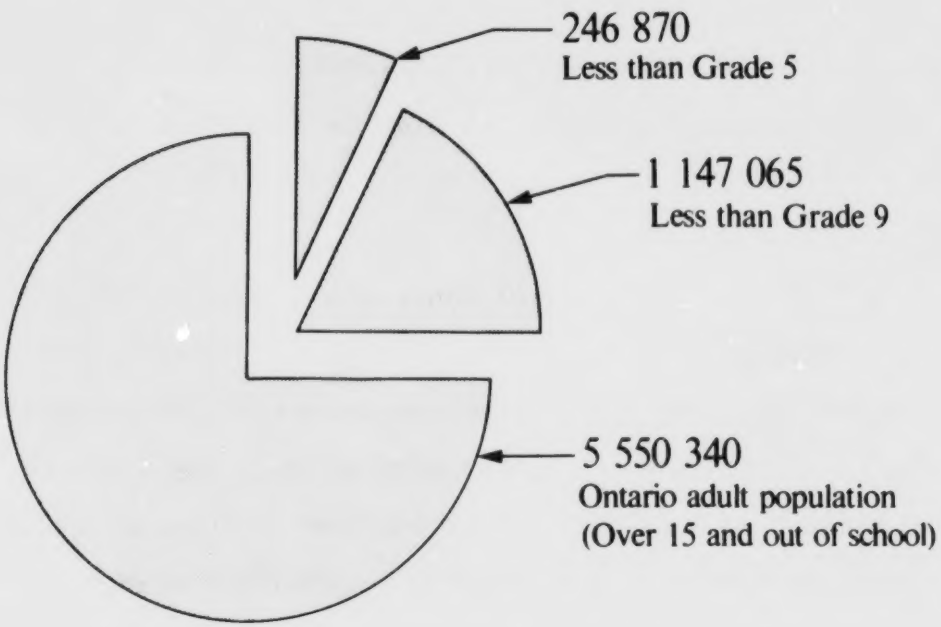
Such a framework of lifelong education might point towards an over-all integrative view of Ontario's three major systems.

Adult Basic Education

Introduction

The fundamental barrier to educational opportunity in the twentieth century is undereducation. The undereducated include both those who are illiterate (it is estimated that one million Canadians cannot read or write) and those who have less than the nine years of basic education, generally considered the acceptable minimum level. There are over five million adult Canadians in the latter category; these people are considered functionally illiterate. It should be noted, however, that some adults with less than a Grade 9 education may well be functionally literate, while the reading skills of some adults who have more than a minimum education may have slipped below the functional level because of lack of use. In Ontario, as Figure 5 shows, 25 per cent of the adult population have less than a Grade 9 education; 5 per cent have less than a Grade 5 education. One quarter of the adults in Sudbury, Thunder Bay, St. Catharines, Windsor, and Hamilton have less than nine years of education.

Figure 5: The Extent of Undereducation in Ontario



Source: 1976 Census of Canada population: Demographic characteristics; Level of schooling by age groups. Catalogue 92-827 (Bulletin 2Z18). Table 30-7

Problems of the Undereducated

Undereducated adults are at a severe disadvantage in our society. They may be cut off from basic information in such areas as employment, citizenship and rights, health and safety, consumer and community affairs, and further educational opportunity. In many cases these people cannot:

-- read a newspaper;

-- read instructions on medicine bottles, machinery, and appliances;

-- shop wisely;

-- read safety rules;

-- read notes that come home from their children's school or read to their children;

-- read recipes;

-- read voting instructions.

This claim is substantiated by Figure 6, which shows the reading level required for typical print materials.

In addition to these problems, there is reason to believe that there may be a relationship between undereduction and unemployment, low-skilled employment, poverty, low income, and the incidence of social assistance. Figure 7 suggests strongly that participation in the labour force rises directly in relation to a rise in the level of education, and Figure 8 links the percentage of low-income families to the educational level attained by the head of the family. As well, a recent survey of general welfare recipients showed that 71 per cent of recipients had Grade 10 education or less.

Despite this link between poverty and undereducation, the lower socio-economic group is under-represented in adult learning in Ontario. There are several possible reasons for this:

-- Those whose experiences with education have not been successful may tend to avoid new educational experiences.

-- Those with low educational attainment may be more likely to find themselves in difficult financial and job situations where the pressures of maintaining a job and a decent standard of living leave little energy for pursuing further learning.

Figure 6: Readability Levels of Common Print Materials

Workers Compensation Board information for workers and employers regarding compensation claims.

WCB information on Bracing Masonry walls.

Fire Prevention Canada - X'Mas Safety hints.

Primadent Children's Toothpaste.

Employment and Immigration Canada - UI and You: when you reach 65.

Alberta Consumer and Corporate Affairs -
Contracts information.
Kinds of credit.
Credit problems.
In debt ?

Alberta Solicitor General - Operator's manual.

Cancer Society Breast self-examination.

Alberta Labor - Occupational Health and Safety.

Hydrogen Sulphide information.

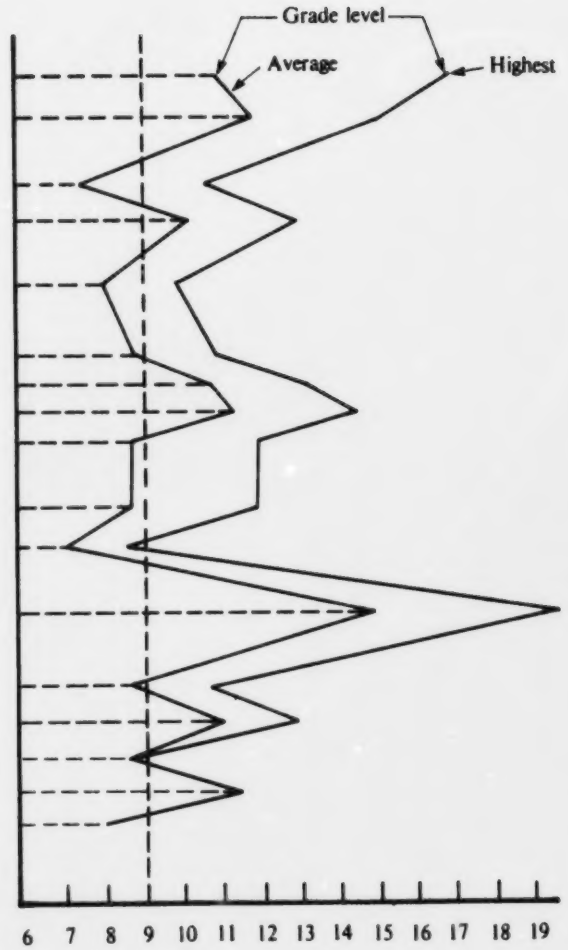
Canada Savings Bond brochure.

Edmonton Journal sports pages.

The Sun (Tabloid).

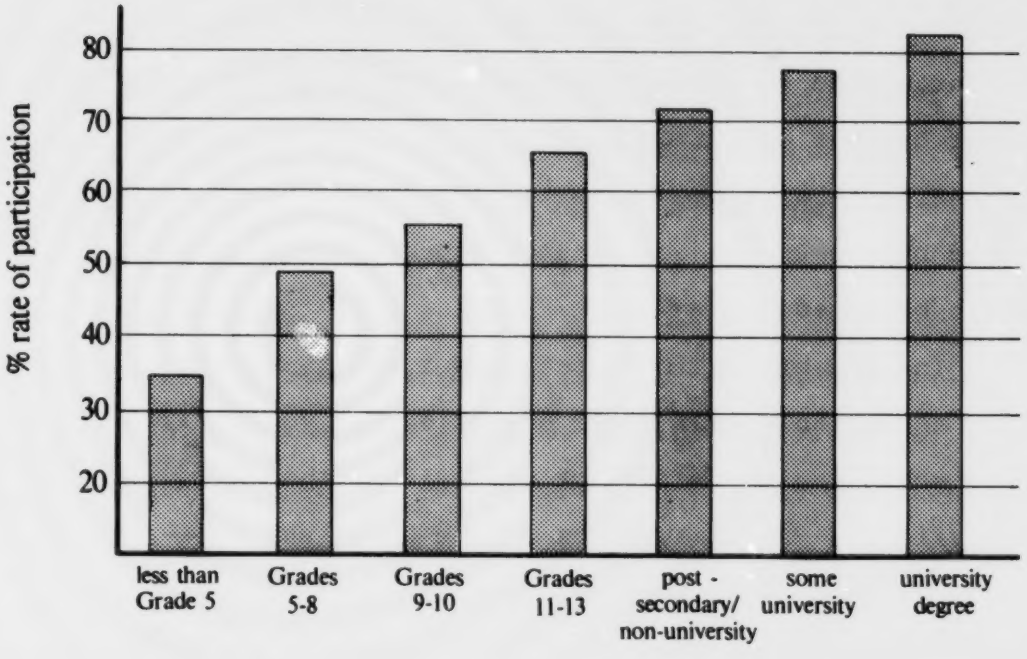
Time, Guardian, Daily Express, Daily Mirror.

Toronto Star.



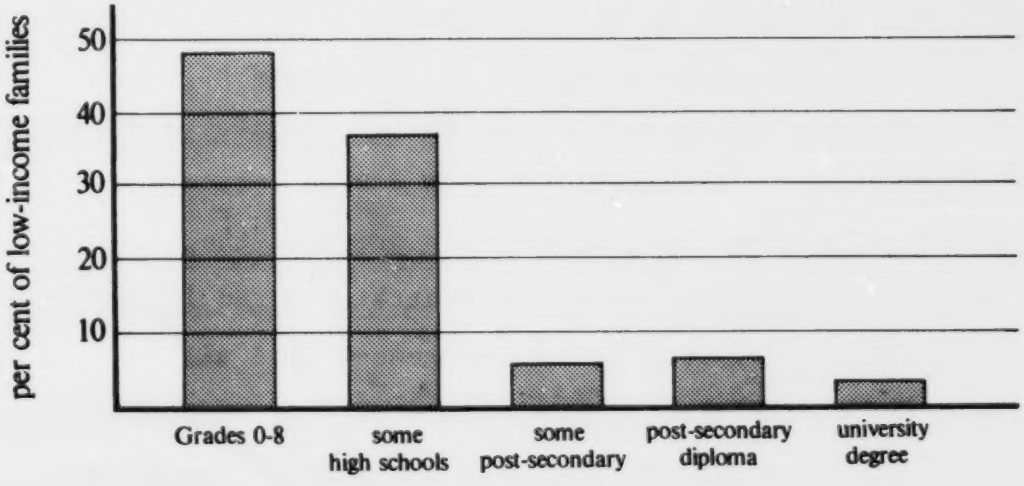
Source: Access Alberta: Adult Illiteracy Project, 1979, p. 3 and 4.

Figure 7: Ontario Labour-Force Participation Related to Level of Schooling



Source: 1976 Census of Canada, ***Labour Force Activity by Age , Sex, and Educational Characteristics.*** Catalogue 94-806 (Bulletin 5.7) Table 15-39

Figure 8: Level of Schooling Completed by Heads of Families with Low Income* 1976.



Source: The Canadian Fact Book on Poverty, 1979. Table 16, p. 39

*Families having a low income are those whose 1976 income was $8 079 or less (using a family of four as the norm).

-- Opportunities for education may be limited or non-existent.
-- Adult learning, with minor exceptions, may depend largely on an individual's ability to pay the costs of his/her education.

Efforts have been made to ease the problems experienced by the undereducated and to provide them with adult basic education.

In content, basic education for adults does not vary appreciably from basic education for youth (i.e. from schooling to the end of Grade 12 or the equivalent). Programs focus on the basic skills -- reading, writing, listening, speaking, arithmetic, spelling, and learning itself -- that are required for functioning in society. The processes involved may differ considerably, however, from those of basic schooling since the learners are adults whose experiences and problems may well provide key elements on which the program can capitalize. A comprehensive program, for example, might use everyday problems related to jobs, health, parenting, and consumer affairs as a focus for presenting skills and knowledge.

Adult basic education may show a high economic return on investment. For one such program (the Opportunities Industrialization Centre) offered in Washington, D.C., costing the government $1.4 million, the total income for trainees placed during the period under study came to $8.4 million. If one assumes a tax

rate of 30 per cent, then approximately $2.5 million was returned to the government in the form of taxes. Furthermore, for the 1400 people trained there was an additional saving in welfare and insurance payments of approximately $1.7 million. Thus, the return on an investment of $1.4 million was approximately $4.2 million, a benefit to cost ratio of 3 to 1!

Existing Programs

Several programs already exist to deal with under-education. They are intended to provide basic skills, to prepare learners for employment, to provide opportunities for self-improvement, and to provide academic prerequisites for further education or job training. They include:

-- Basic literacy courses focus on reading and numeracy skills. These courses are intended as equivalent to the early grades of elementary school.
-- Remedial and re-entry are for adults who have lost confidence because of deficient or rusty skills.
-- Life skills programs focus on a broader range of skills including social, employment, and coping skills and are often an adjunct to basic literacy programs.
-- Academic upgrading programs enable adults to obtain prerequisites to enter further education and employment.
-- Employment upgrading programs enable adults to improve the employability. The Basic Training for Skill Development program which is funded by the

federal government is an example.
Each of these programs responds to different learning needs that undereducated adults have.

Despite the existence of these programs, there remain problems that must be solved in the field of providing education for undereducated adults. These problems include identifying undereducated adults, motivating them to enter programs, training sufficient instructors, finding suitable teaching materials, and securing funding. One program that was successful in answering some of these problems was the Adult Literacy Campaign in the United Kingdom, which was launched in 1972. In 1973 only an estimated 5000 adults were studying in literacy programs. However, by February 1978, 125 000 students had participated in programs and an annual provision was being made for 70 000 students.

The key to the British campaign was a diversified program with almost complete autonomy at the local level. BBC television took the lead with a series of programs that publicized the issue, and local education authorities co-operated by naming contact people who could be reached by telephone. The contact people took calls generated by the broadcasts, provided information and counselling, and referred prospective students to suitable local programs. This arrangement allowed people to come forward with a minimum of embarrassment. The costs of the local programs themselves were kept low by the use of volunteers who worked under the

supervision of professionally educated tutors.

An Integrated Approach

Literacy groups, education agencies, and concerned individuals in Ontario have recently put forward proposals to deal with the problem of undereducation. These proposals indicated that:

-- Literacy should be seen as a basic human right and not a privilege.
-- Adult basic education should be a top priority in Ontario society.
-- Financial and policy support should be provided for innovations in the public, private, and voluntary sectors.
-- A co-ordinated approach, using the resources of educational television, correspondence education, the school system, the colleges, libraries, and private or voluntary literacy groups, should be used.
-- New Canadian learning materials should be developed.
-- The Ministry of Education should play a co-ordinating role, but program control should be local.
-- Classes should be small in size and the total number of hours should be increased.
-- Advertising and recruitment must be innovative.
-- Community organizations and volunteers should be used.

In response to these concerns, an integrated approach to adult basic education might be considered. This approach could contain the following features:

-- the use of television to promote adult basic educa-

tion and to motivate potential learners;

-- co-ordination and liaison from the Ministry of Education and the Ministry of Colleges and Universities in order to maintain a wide variety of educational services provided by groups and agencies i.e. schools, colleges, libraries, literacy groups, and labour unions;

-- the use of volunteers to keep down the costs of the programs;

-- the design and implementation of effective training programs for volunteers at the local level, with the Ministry of Education and the Ministry of Colleges and Universities providing co-ordination, advocacy, and information and liaison services;

-- the possible involvement of the Correspondence Education unit and the learning materials program of the Ministry of Education in the provision of suitable Canadian learning materials for adult basic education programs (the potential problem in this area relates to the suitability of such materials for adults);

-- a program to provide suitable Canadian learning materials for adult basic education programs under the co-ordination of the Ministry of Education;

-- a policy giving high priority to adult basic education. This policy might lead to:

(a) tuition-free programs to the end of Grade 12 in schools,

(b) tuition-free programs in colleges,

(c) financial assistance to needy part-time students,

(d) co-operation with the federal government to eliminate the financial barriers to participation,

(e) a commitment to ensure child-care services for parents in programs.

Issue 3 In conclusion, should the Ministry of Education and the Ministry of Colleges and Universities:

(a) support programs that include language, computational, and basic life skills?

(b) fund programs given under the auspices of schools, colleges, universities, and/or other agencies?

(c) provide a focus for leadership in adult basic education?

(d) publicize the availability of secondary school courses to those who wish to complete the Secondary School Graduation Diploma?

(e) fund the training of instructors in literacy programs?

(f) encourage the development of Canadian materials suitable for adults in basic literacy programs?

(g) provide consultation with practitioners in the field to identify, review, catalogue, or create curriculum materials for adult basic education and to disseminate them?

(h) encourage the development of alternative delivery techniques and a greater variety of approaches to adult basic education?

(i) encourage institutions offering adult basic education courses or programs to develop procedures to identify, train, and use volunteers?

(j) encourage all interested agencies to become involved in a co-operative and integrated approach to adult basic education?

Co-ordination of Continuing Education

Introduction

The nature of the third system makes co-ordination a major issue. The variety of education agencies, the informality of courses, and the voluntary aspect of attendance, among other factors, require not control and regulation, but co-ordination, co-operation, and advocacy. This section explores government and institutional forms of co-ordination.

Local Co-ordination

Although advisory councils or provincial co-ordinating bodies could be established, local groups are the most appropriate means for getting on with the business of continuing education. It is unlikely that such groups can be legislated or mandated. Rather, it is thought they should develop in response to local needs and circumstances and could function together as a community learning council.

The effectiveness of a community learning council could vary with the breadth of its membership and the distribution of influence among individual groups. The local school board, community college, and/or university could be represented, but no one of these should play a larger role or have more formal influence than any other single member. Any group in the community that has an educative function should be entitled to belong and should have an equal voice. Therefore, members might be drawn from service clubs, religious groups, public health units, literacy groups, private schools, museums, media, and others. Given the number of possible organizations, each community learning council might have to find a way that would ensure fair representation and still maintain a workable size. Special provisions could also be made to ensure adequate participation of the French-language community. Where substantial demand exists, a counterpart French council might be formed.

The basic purposes of a local community learning council could be to:

-- serve the needs of learners in the community;
-- provide a link between the educational institutions and other agencies;
-- in co-operation with educational and other agencies, invent new and diverse educational opportunities.

From these purposes, a number of functions might be created, including:

-- needs assessment of local learners;
-- dissemination of information about local programs;

-- co-ordination of local offerings;
-- identification of needs for local research and demonstration projects;
-- identification of redundancies and gaps in local offerings;
-- advice to community groups in planning educational projects;
-- communication with the Ministry of Education and the Ministry of Colleges and Universities describing local accomplishments and indicating local needs with recommendations for policy changes;
-- reaction to plans for provincial initiatives;
-- organizational sponsorship for local counselling and information services;
-- co-operation with educational clearing house(s) in the region and the province;
-- a forum for the concerns and interests of local educative groups.

In the provision of assistance to local groups who wish to set up community learning councils, the Ministry of Education and the Ministry of Colleges and Universities could seek the co-operation and support of the other ministries engaged in educational activities in the areas. These other ministries could then play an influential role. Financial co-operation among ministries might also be considered.

The concept of community learning councils is not intended to weaken the element of competition between

agencies which leads to excellence. No single agency or institution can meet all the needs in a given community. Often apparent duplication and overlap simply reflect a need to serve different clients in their preferred locations. The community learning council could provide a structure to air these concerns and to minimize duplication.

Issue 4 The issue to be resolved here is whether the Ministry of Education and the Ministry of Colleges and Universities should:

(a) leave the situation to evolve;

(b) facilitate the formation of community learning councils in response to expressed local wishes;

(c) authorize the formation of community learning councils.

Provincial Co-ordination by Government

The BNA Act of 1867 gave provincial governments the responsibility for education. To this end, the two traditional systems of education have been organized and partially financed with direction from the Ministry of Education and the Ministry of Colleges and Universities. Other ministries (e.g., Health, Labour) also take some interest in education, particularly in the post-secondary area. To date, however, the Ontario government's involvement in continuing education

has been mainly through many relatively unco-ordinated thrusts. Besides the direct support of the Ministry of Education and the Ministry of Colleges and Universities in the activities of school boards, colleges of applied arts and technology, the polytechnical institute, and universities, nine Ontario ministries are currently funding programs in continuing education to the amount of at least $309 000 000 (1978-79).

The varied educational activities in which these ministries are involved makes interministerial co-ordination complex. The many formal and informal modes of education that are supported by governmental activity serve a principal tenet of lifelong education: enabling the individual learner to educate himself or herself. Furthermore, the base of this common interest is extended enormously when one considers all the practitioners in the field with whom government personnel have contact. The membership of local education councils, as well as that of organizations such as the Ontario Association for Continuing Education and the Ontario Community Education Association, attests to this common interest.

Over the past several years, there has been pressure from school trustees, voluntary organizations, and adult educators for a more focussed provincial leadership in continuing education. These demands parallel similar pressures in other jurisdictions. At the present time, provincial government leadership in

continuing education is being organized in British Columbia, Alberta, Saskatchewan, Newfoundland, Quebec, and Nova Scotia. In the past year, British Columbia, Quebec, and Nova Scotia have announced study projects and policy developments in this field.

One proposal that could prove useful is the establishment of a provincial clearing house that would provide complete information on courses and learning opportunities. This might prove to be an expensive enterprise,[9] so several possibilities should be explored before any action is taken in this area.

Issue 5 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) provide a single focal point for leadership in the development of continuing education in the Ministries?

(b) propose the establishment of an interministerial group to co-ordinate all government activity in continuing education?

(c) form a Minister's advisory committee, which would include representation from outside the government, to interpret the learning needs of adults in the province?

(d) study different options for establishing and

[9]See Richard E. Peterson et al., Lifelong Learning in America, chapter 6.

funding a clearing house that would facilitate the provision of high-quality information about courses and learning opportunities?

Provincial Co-ordination by Voluntary Organizations

A voluntary organization or organizations might act as a clearing house for continuing education activities as well as taking on other functions such as advocacy, professional development, policy advice, and liaison with government and local organizations. At least two existing organizations might take on such functions. These are the Ontario Community Education Association and the Ontario Association for Continuing Education (OACE).

It may well be that one or both of these organizations, or another as yet unidentified, may serve to bring together opinions, needs, and information in order to give continuing education and adult educators an identity and focus at the provincial level.

Issue 5(e) Should the Ministry of Education and the Ministry of Colleges and Universities identify and encourage organizations that represent continuing education in this province to take a role in advocacy, professional development, policy advice, and liaison?

Role of Institutions

Continuing education is at this time in a period of growth, clarification, and redefinition. Many innovations of the past decade are the result of competition, entrepreneurship, and pressure from the public. Therefore, it may be unwise, or at least premature, to impede these forces by placing undue restraints on the schools, colleges, and universities that now provide programs for adult learners.

Issue 6 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) involve the schools, colleges, and universities in the development of a plan that would identify a role for each level of institution in the provision of continuing education?

(b) determine appropriate spheres of influence in continuing education for each of these levels and mandate an end to overlaps?

(c) continue to provide differentiated financial support by institution for credit courses in continuing education programs in schools, colleges, and universities?

(d) strongly encourage the negotiation of co-operative arrangements among institutions and agencies in the provision of continuing education activities in the community or

region?

(e) encourage the schools, colleges, and universities to emphasize the differences in their primary mandates by extending their range of course offerings in distinctive directions?

Conclusion

The co-ordination of efforts in continuing education presents many difficulties, but it also provides opportunities to consolidate the third system. It remains central to any development of an integrated policy for continuing education.

Infrastructure for Continuing Education

Introduction

Infrastructure refers to the services and institutions underlying continuing education (i.e., forming the structure to support the planning, delivery, and evaluation of courses and programs). Since many continuing education courses and programs are presented by the schools, colleges, and universities, many elements of the infrastructure for continuing education already exist. Thus, although we may not need new and expensive additions, we may have to re-deploy existing resources and shift our priorities. The educational infrastructure should follow the shift in student population and the needs of our society.

The issues discussed in this section relate to training of adult educators, information and guidance services for learners, and to research. Adult educators include teachers, facilitators, administrators, managers, support staff, and particularly counsellors. The adequacy of information and the suitability of courses and programs depend on the availability of facts. Data required include needs assessment and sophisticated long-range research to support policy planning and decision-making. These needs are discussed in this section.

Training of Adult Educators

In some respects the instruction of adults requires different methods, a different rationale, and the understanding that the ways in which adults learn differ in some respects from the ways in which children learn. Although there are trained adult educators in the schools, colleges, and universities of Ontario many successful teachers and faculty members have had no formal training at all in either pedagogy or adult education. In addition to those adult educators, there are many practioners in the private, public, and voluntary sectors with experience, training, and expertise in the facilitation of adult learning.

There appears to be a need not only to provide training for untrained personnel, but also to provide upgrading and retraining for (a) teachers with experience and preparation for youth education, and (b)

people currently engaged in adult education. No person can be said to be prepared to teach adults solely through the standard teacher training for youth education. Conversely, formal teacher training is not necessarily a solution for the needs of potential instructors of adults. Training of some sort is, however, essential for instructors of adults who have never had any kind of preparation.

Training and upgrading are forms of professional development and do not imply, as certification does, the exclusion of potential adult educators on the grounds of qualification from exercising their rights and responsibilities to assist in the learning of their peers, colleagues, and fellow adults.

As well as the need for courses for instructors, there is a need for programs to train administrators, managers, and support personnel in adult education.

The Ministry of Education and the Ministry of Colleges and Universities could provide leadership in the development of both short and long courses in English and in French to increase the expertise of qualified instructors and others in the facilitation of adult learning.

Issue 7 Should these Ministries then:

(a) prepare a resource document in program planning for the use of instructors of adults?

(b) establish a committee of adult educators to

prepare a series of program outlines for both short and long courses (in English and in French) in the training of instructors of adults, program managers, and support personnel?

(c) encourage the initiation of a limited number of pilot training programs in faculties of education, colleges, school boards, or volunteer organizations?

(d) commission a study to review existing programs for the training of instructors of adults and subsequently to make recommendations for the extension of such programs?

(e) make an immediate response to adult education needs by extending and consolidating the programs that now exist, assuming that experience with these programs will be an asset to other initiatives that may be contemplated at a later time?

(f) encourage the development of a provincial association of continuing educators to provide a focal point for all practitioners in the province?

Counselling and Information Services

Adult learners require an understanding of the options open to them and of their own goals and needs. They must be capable of:

-- relating their own goals to both the goals of individual continuing education programs and the non-educational goals of sponsoring organizations;
-- evaluating the effectiveness of programs offered in the past;
-- determining how and how much they can participate in setting the learning goals, education criteria, and standards of individual programs.

They must also have access to complete information about the vast range of available learning opportunities and services. For these reasons counselling and information services are an essential part of continuing education.

The counselling process is a learning experience in which both consellors and clients are learners. Counsellors obtain information that can help to shape program offerings. Clients emerge from the process not only with the information required, but also with an increased ability to make choices. They should be developing qualities of responsibility and self-direction.

To fulfil their function, counsellors require a wide range of skills and competencies in life and career planning, computer-related information programs, diagnostic testing, and individual assessment. All of these skills have to be tempered, however, by the counsellors' responsibility to promote the clients'

ability to become independent, self-directed learners. Thus, counsellors are just as much adult educators as are the instructors in the classrooms.

Not all counsellors have all of the skills necessary to perform effectively the complete range of required services for adult learners. Therefore, it may be advisable to analyse the skills and competencies required and provide opportunities for the training or re-training of personnel. This process would have to be co-ordinated carefully, because counselling must be related to the needs and resources of the local area. Furthermore, counselling resources within existing institutions must be balanced by a cadre of counsellors outside these institutions. The range of the clientele, the variety of the programs, and the difference of needs might make it necessary to retrain guidance personnel from the schools and colleges to fulfil the counselling role in continuing education.

Counselling and information services must be free of institutional bias. Counselling services must emphasize the needs of the learners. To ensure this attitude, counselling and information services might be funded and organized through community learning councils.

Counselling and information services must also take into account the part-time learner's limited time, unique needs, and special interests. For example, a counselling service (or, in fact, any other continuing

education service) that is available only during the daytime is without value to most adult learners.

There are a number of factors that make the provision of information services a major concern throughout the field of continuing education. These include:

-- the multiplicity of educative agencies;
-- the large number of potential learners who are undereducated and do not respond to printed publicity;
-- a bewildering variety of courses and programs;
-- new areas of interest and expertise;
-- new methods of learning related to educational technology (TV, computers);
-- rapidly changing sources of financial aid.

The provision of information can be facilitated through the effective use of publicity, information centres, computerized services, clearing houses, and liaison with business and industry.

A basic function of an educational information service is the dissemination of accurate, recent descriptions of current offerings and resources through a suitable variety of media. The utilization of existing "campaign" educational techniques could be incorporated. Posters, pamphlets, questionnaires, and coupons could be used to attract literate would-be learners. As well, television and radio announcements, interviews, and even street mimes and plays could be used to reach learners who cannot or do not read.

Information services could also be made available on a walk-in and phone-in basis in a variety of locations convenient to potential learners. A network of volunteers prepared to give advice on the telephone could prove useful. It would also be advantageous to ensure that the people in the various social service centres (doctors, lawyers, municipal clerks, and others) are aware of the resources available in the information centres.

It is not essential that computer terminals be available for an information centre to work, but many existing computer programs could give learners access to the broad range of relevant information. A useful function of a counselling and information service would be to provide an outlet for programs such as the Student Guidance Information Service (SGIS) and CHOICES.

Specialized centres in each region could house information on the complete range of educational services in counties, regions, or the entire province. Such clearing houses could provide course calendars for all institutions and agencies, access to computerized information programs, information about the complete range of financial-assistance programs, literature on continuing education, and announcements about activities in the continuing education system. The operation of a clearing house could be a priority and a co-operative endeavour of both local and provincial governments. It could be co-sponsored by all of the provincial ministries that participate in continuing education.

For the most part, the training and development programs of business, industry, and government are inaccessible to the general public because of their specialized and expensive nature. However, many of these courses have broad applicability and interest. Furthermore, many learners from business and industry tak· programs from a variety of outside agencies. This is just one example that might indicate the need for more co-operation. In this case, training and development programs might be more cost efficient with the enrolment of participants from outside sources. As well, the planning of industry programs might be more effective if more training needs were met outside the organization.

A number of industries already provide access to some of their training and development programs. Community industrial training committees might serve to make such opportunities known.

Counselling and information services might be located in community schools, community colleges, or on university campuses. It is important, however, that these services retain their community identity. Information and counselling services might be funded through a local council that would assess local needs and resources on a continuing basis.

Issue 8 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) plan and fund training and retraining programs for counselling personnel?

(b) deploy their resources to help community learning councils establish counselling services?

(c) initiate contact with other ministries and other levels of government to investigate the feasibility of a comprehensive network of counselling and information centres both inside and outside of existing institutions?

(d) explore the feasibility of extending access to computerized information services such as the Student Guidance Information Service (SGIS) by establishing terminals in municipalities in co-operation with local governments?

(e) establish a telephone-inquiry information service for continuing education needs in Queen's Park?

(f) fund learning directories similar to the model developed by the Metropolitan Toronto Library as a local information service?

Information for Future Planning

For effective continuing education programs, planners need to know what is currently happening. Information should be gathered, using comparable methods across different systems, in order to answer questions such as the following:

-- How many students attend? For how many hours? For what courses? For credit or non-credit? For learning or recreation?
-- Are learners satisfied with their experiences? How many come back? Who are they? What jobs do they hold? How much education do they have? How much income do they earn? Why do they come?
-- How many teachers are involved? For how many instructional hours? At what rates of pay?

These questions and others could be incorporated in student application forms, which might selectively and systematically focus on specific areas each year. If school boards and colleges were to report their findings in identical categories each year, the information could be compared and consolidated. If continuing education funding were distinguished from other budget and grant calculations, financial information could also be incorporated into a single reporting format for each level of the various systems.

Issue 9 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) revise the reporting mechanisms used by school boards and colleges to create identical categories for enrolments, funding, course hours, etc., so that data could be compared and consolidated?

(b) disseminate more information about continuing education in schools, colleges, and universi-

ties through Education Statistics and similar publications?

(c) establish a publicly appointed commission or council to monitor continuing education programs at all levels and to produce an annual report to the government on enrolments, programs, expenditures, and other relevant factors?

Research

There is a scarcity of research in Ontario on topics of concern in continuing education. This is especially true for programs in the French language. An accurate and comprehensive view of the current scene in Ontario could be obtained if research in continuing education were made a specific priority of the Ministry of Education and Ministry of Colleges and Universities' over-all research program. It appears that the Ministries will need more specific information on continuing education programs, and that a well-focussed research program would be central to development of an over-all policy on continuing education for the two Ministries.

Studies could be undertaken to provide:

-- information concerning modes of participation in programs by individuals, communities, and government agencies;

-- information concerning co-operation in programming among the different educative agencies described in this paper;

-- descriptive and evaluative information about the educative agencies in terms of legislation, policy, planning, finance, management, programs, methodologies, personnel, and facilities;
-- information about learning from the learner's perspective using qualitative research techniques.

Issue 10 Should the Ministry of Education and the Ministry of Colleges and Universities make research in continuing education a specific priority of their over-all research program?

Conclusion

Many components of an infrastructure for continuing education already exist. It is possible through a shift in priorities and a shift in resources to utilize these existing components and to extend them to meet continuing education needs.

Access to Continuing Education

Introduction

The term "access" refers to the ability of learners to avail themselves of learning opportunities that they need or want. The third system utilizes the non-traditional elements of the other two systems, such as extension services, summer programs, weekend courses, and evening classes, or other modes of learning such as correspondence education, educational radio and television, and training courses in the workplace.

There still appear to be many obstacles between potential learners and the educational experiences that exist. These include lack of availability of courses, fatigue, costs, family responsibilities, lack of information about courses, failure of the learner to qualify, lack of available time, distance, the curriculum, inconvenient timetabling, linguistic considerations (i.e., lack of courses in French), insecurity of the learner because of perceived lack of competence, and, most basic of all, the lack of skills in reading and writing that are necessary for learning. It appears that steps must be taken to remove these obstacles for those who desire learning opportunities.

Our best-educated citizens take most advantage of continuing education opportunities although they may need it less than others: they are less likely to be unemployed; they earn more, have more opportunities for increasing responsibilities and status, and deal with more interesting tasks in their jobs.

The primary need in continuing education is to help those who dropped out of school early. While they may not read and write very effectively, may have low incomes, or may be unemployed, a lifelong view of educational opportunity suggests that those who wish it deserve a second chance to acquire an education. It is important that these people, who are often relatively young, be aware that opportunities for education will

exist throughout their lives and that the opportunity to return to school is guaranteed.

Continuing education programs should be available in a number of other areas as well. Programs in basic job skills and updating should exist to facilitate the re-entry to the work force of those who are unemployed. For those now in the work force there is a need for skills upgrading, management training, job retraining, and the training of workers for increased participation in decision-making within industrial organizations. These needs may require fundamental changes, including a re-examination and possibly a redefinition of the relationship between education and work. Continuing education programs should also be available for the aging to help them cope with retirement and the problems of aging and to enrich their lives and leisure moments.

Obstacles to access to continuing education exist to some extent for all part-time learners. Although over a million students are enrolled in part-time programs in Ontario, many more may want to be learners. While our institutions have made strides in creating greater access to their programs, more can still be done to improve the situation. A commitment to lifelong education might suggest that all part-time students have:

-- access to the broad range of programs available to full-time students;

-- access to a calibre of instruction equivalent to full-time students;

-- access to the same services as full-time students (libraries, cafeteria, counselling, athletics, medical services, child care);
-- access to programs of equivalent quality to those of full-time students;
-- access to programs in both English and French;
-- fees and funding equivalent to full-time students, where applicable.

The groups of learners and would-be learners described here cannot all be accommodated within traditional programs, even if they wished to be. In the sections that follow, some issues are raised and suggestions offered for the creation of the required programs. These include Francophone programs, distance education, correspondence, television education, and education related to work. Alternative forms of offering credentials are considered at the end of the section.

Continuing Education for Francophones

Since many of the components of a continuing education policy are philosophically universal in scope, most of the issues discussed in this paper apply to both Anglophones and Francophones. Thus, among the possible topics of particular concern for the parallel development of continuing education for Francophones are the following:

-- the training of program facilitators, administrators, and resource personnel;
-- counselling and information services;

-- the roles of existing institutions;

-- the need for resource documents;

-- liaison between government ministries;

-- needs assessment and resource identification.

Continuing education in French has often been available through cultural centres which offer a French-language milieu. The lack of programs in French, however, is a major linguistic and cultural barrier to Ontario Francophones. Program criteria could take into account the sparsity of population in northern areas and the proportionately small French-language population in large urban centres. In localities where the size of continuing education programs merit it, provision could be made for the establishment of co-ordinating groups for both the English- and the French-language populations.

Issue 11 Should topics of unique concern to the Francophone sector of continuing education be identified?

Distance Education

Distance education is the delivery of educational programs by means of one or more of a variety of media to students at a distance from the campus, building, or headquarters of an educational agency. It is distinguished from classroom education by the lack of direct contact with a teacher. Correspondence, home, or independent study are all forms of distance education.

With the demand for lifelong learning has come the view that the delivery systems of distance education are particularly suited to adults. Different agencies have made huge investments in course design using various media, including educational television, audio and video cassettes, Inwats telephone lines, computer-assisted instruction, weekend seminars, slides, kits, and self-contained print materials.

For distance education to be successful, it is necessary to identify the target population prior to selecting the medium or media to be used and to design the course to suit the needs of the audience. In the cases of the Open University in Britain and Telekolleg in Germany, a multi-media delivery system coupled with weekend seminars apparently didn't reach the unskilled and semi-skilled target population. The reluctance on the part of these learners to expose their inadequacies may have been overlooked in the decision to encourage personal contact. It has also been suggested that initial demands on the students were too high. The less-sophisticated learner often requires confidence-building through highly structured, success-assured assignments.

A properly designed distance education system, with its component parts identified and interconnected, would minimize the obstacles to learning while maximizing access to a wide range of continuing education activities for citizens who otherwise would have little

opportunity to participate. In addition to improving access generally, a well planned distance-education system would especially benefit many adults who have been identified as members of disadvantaged groups.

The educational needs of the adult population that can be met by distance education have already been described in the introduction to this section. The following are some of the programs that might make use of distance education:

-- Higher academic education. Distance education provides an alternative to regular attendance at formal institutions, thus enabling thousands of people to continue their education beyond secondary school. This alternative is especially appealing to adults from the middle and upper socio-economic groups, who have a reasonable amount of self-confidence and success in previous learning experiences. Such programs may include a combination of print materials, educational television, and occasional attendance at seminars.

-- Basic education. Basic education needs include literacy education, academic upgrading, secondary school completion, and education in social competence (including life skills). Distance education may be used to meet all of these needs.

Some adults who have less than Grade 9 education may not be aware of their learning needs and may have had limited success in previous studies. Programs for these students should be designed to build confidence

and to maximize accessibility and flexibility of both time and place of study.

-- Vocational education. The business community has traditionally used distance education in accountancy programs. Others have used it effectively for upgrading field staff without the expense of bringing individuals together. In companies where theoretical competence for a job is not primarily acquired through the official education system, professional bodies have made extensive use of distance education to train their new members. In the same way, where students are scattered, the distance-education delivery system seems particularly appropriate for the theory component of work-experience programs.

Two examples of successful distance education in Ontario are Ryerson Open College and Seneca Telecollege. Ryerson Open College uses the radio (CJRT/FM) to provide access to first- and second-year credit courses for adults living within a 125 km radius of Toronto. Each hour-long radio lecture is offered at three different times each week to accommodate the needs of adults for flexible scheduling. Each course generally consists of forty-eight hours of lecture time. In addition, students are assigned tutors whom they can telephone for assistance. Two optional study weekends are also available. The enrolment varies from 100 to 200 students per course, but estimates of total listeners range as high as 20 000 individuals.

Examinations are held at Ryerson, but again, in consideration of the needs of those learners who are unable to travel, alternative arrangements are possible. Eight universities accept the academic credit awarded by Ryerson for transfer to their own programs, where program equivalencies can be established.

Seneca Telecollege offers college credit courses for adults on television. Lessons are broadcast over five local cable sytems and the Global Television Network and are repeated several times each week to accommodate each learner's "prime time". Each "telecourse" consists of fifteen half-hour broadcasts (not taped lectures), a textbook, and an accompanying study guide, which provides extensive lesson and support material. As well, a thorough orientation session and optional on-campus discussion meetings are scheduled to give registered students an opportunity to meet faculty and share current knowledge and concerns in a group or on a one-to-one basis. A "hot-line" telephone number provides immediate access to instructors and to course and administrative information.

Given the broad range of educational needs that can be met by distance education, as well as its cost efficiency and adaptability to a wide variety of circumstances, it may well become a major tool in the process of continuing education.

Issue 12(a) Should education institutions be encouraged to develop their own distance education programs along the lines of Ryerson Open College and Seneca Telecollege?

(b) Should certain forms of distance education be emphasized?

(c) Should certain forms of distance education be de-emphasized?

Correspondence Education

The Correspondence Education unit of the Ontario Ministry of Education is the largest distance education enterprise in Canada and the fourth largest in North America. It has a staff of ninety-seven and an annual budget of approximately five million dollars. In 1979-80 it offered 106 secondary school courses in English, 55 secondary school courses in French, as well as elementary school correspondence courses. Eleven counsellors in the unit provide guidance and assistance in course selection to the 70 000 students currently taking courses. Each week approximately 2000 telephone calls are received, 2000 pieces of mail are sent out, and 225 personal interviews are conducted. Student assignments (about 400 000 each year) are graded and student progress is monitored by 800 associate teachers. Student records are maintained in a sophisticated computerized system.

A large sector of the population could be described as "would-be" learners. Many are the product of unsuccessful school experiences that have led to poor self-images. Institutions have not always responded effectively to their needs. The Correspondence Education unit has designed its programs and delivery system to overcome this group's perceived obstacles to learning. The content of the programs recognizes their need for basic-living, vocational, and family-life skills.

Although the institutions in our traditional education systems provide continuous programs to meet the educational needs of youth from age sixteen to twenty, many youths prefer a less-structured form of education for personal and social reasons. Their study may take different forms and is often interrupted by work or by travel. Recently, school boards have experimented with a number of non-traditional schemes to meet the needs of this group, but the development of appropriate curriculum is a major problem. Students of this age group have enrolled in Correspondence Education in recent years in increasing numbers, even though no programs are designed specifically for them. One reason may be that the delivery system seems to be appropriate to an "earn and learn" program. In the future, new correspondence courses could be developed to complement the students' work experience.

Correspondence education overcomes many of the obstacles to learning described in the introduction to this chapter. The courses are free and cover all aspects of the secondary curriculum. There are no deadlines, and as long as the mail gets through, distance and geography are no problem. A major virtue is the relative anonymity of the learner, who does not have to sit in a classroom with the ranking that sometimes occurs there. The obstacles to learning could be further reduced in the following ways:

-- Many more students would benefit if there were varied and intensive advertising of correspondence services.
-- Course offerings might be expanded to meet the needs of adult learners.
-- The expertise of the Correspondence Education unit could be offered to institutions intending to incorporate elements of this approach into their own programs.

Issue 13 Should the Ministry of Education and the Ministry of Colleges and Universities contemplate a significant change in the role of the Correspondence Education unit of the Ministry of Education to support continuing education programs such as adult basic education?

TVOntario (Ontario Educational Communications Authority)

Through its broadcast network of nine transmitters, TVOntario provides Ontario households with access to part-time adult and family learning opportunities in both official languages. Satellite distribution extends the service to remote areas of the province. TVOntario broadcasts an average of sixteen hours per day, seven days per week, and reaches more than one and a half million people each week.

TVOntario's programming is used to stimulate interest among diversified audiences in a subject area or in lifelong learning, and to provide information and cultural awareness of relevance to Ontario citizens. Some 60 per cent of TVOntario's programming is used to:

-- complement existing continuing education offerings;
-- support and encourage the use of existing or newly developed learning resources;
-- provide educational opportunities not otherwise available.

Through both its own and its acquired programming, TVOntario is a valuable resource for post-secondary and continuing education. Its programming can be used through videotape playback in classrooms, with credit or non-credit courses offered via cable distribution systems, and within the adult education programs of public libraries and of cultural, recreational, and social services agencies.

In order to ascertain the needs of the general

public, TVOntario draws information from its internal research facility, its system of five provincial regional councils, adult education associations, advisory committees, utilization field staff and activities, and a variety of informal networks. It encourages and supports collaboration among educational, cultural, and social agencies and institutions, drawing on its electronic and associated resources to address common adult learning needs and issues in areas such as functional literacy, civic and citizenship education, science, understanding technological change, and parent education.

The work of TVOntario's Research and Planning Branch provides current information related to lifelong learning needs and interests in the province, formative and evaluative input related to specific projects, as well as background audience measurement, and educational marketing information. TVOntario recognizes the importance of basing its programming and project priorities on researched needs, on continuing communication with its various constituents, and on a continuing evaluation and assessment process. The following four advisory committees help to determine TVOntario's priorities and support systems:

-- The Committee on Post-Secondary Education Projects advises on post-secondary program proposals funded by the Ministry of Colleges and Universities.

-- The Directors' Consultative Group on Open Sector

Programming advises on program proposals for the non-school broadcast area.

-- The Comité consultatif du Directeur de la programmation française advises on program proposals relevant to Ontario's French-speaking community.

-- The Open Sector Educational Services Advisory Committee advises on learning-system design and utilization strategies for adult education projects.

In addition, effective two-way communication is maintained with all areas of the Ministry of Education and the Ministry of Colleges and Universities. The needs and priorities of these Ministries are discussed with OECA and incorporated into its planning process.

Issue 14 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) encourage TVOntario to support the continuing education programs of educational institutions especially in programming related to credit and non-credit courses for learners:

i) who are homebound, incarcerated, handicapped, and/or geographically inaccessible?

ii) whose learning styles are oriented to independent learning?

(b) encourage TVOntario to co-operate with other agencies that provide complementary media

and methodologies in the delivery of continuing education programs?

(c) avail themselves of TVOntario's continued involvement in experimentation and research on the utilization of two-way learning systems and on the interaction of different forms of communications?

(d) encourage TVOntario to acquire and use high-quality programming in a literacy-related project?

(e) encourage TVOntario to create a series of programs intended to highlight the issue of adult undereducation and to identify potential learners?

(f) encourage TVOntario to co-operate with other agencies in a concerted initiative to upgrade adult basic education?

Education and Work

People have traditionally followed a "linear lifeplan", consisting of initial education in youth, work during adulthood, and then a period of leisure (often enforced) during retirement and old age. There are many indications that this pattern no longer satisfies the needs of our society. Youth education often fails to equip workers to take on the jobs available. Technological change makes training and upgrading necessary for those already in jobs. Older

people, confronted with mandatory retirement, are looking for training that will lead to jobs to supplement their pension incomes or are pursuing knowledge for its own sake.

Because of the vicissitudes of employment forecasting, there is a chronic imbalance between the skills of the people available and the skills required by the economy. This problem is another aspect of the issue of rapid technological change. Although provisions of the Adult Occupation Training Act, 1966-67 are being implemented in Ontario by the Ministry of Education and the Ministry of Colleges and Universities, more action may be justified in the provision of continuing education opportunities.

The philosophy of recurrent education could perhaps solve these problems by creating a different lifeplan involving an alternation between education and work. This new lifeplan would involve the following principles:

-- The final years of compulsory schooling would provide a curriculum that offers a real choice between work and further schooling.
-- It would be possible to pursue any career in an intermittent way, alternating between work and study.
-- After completion of initial schooling, each individual would have the right to periods of educational

leave of absence with necessary provision for maintaining job and social security.[10]

The costs of such an approach could be covered by the savings in other social welfare expenditures. For example, workers with marketable skills do not require unemployment insurance benefits.

A relatively small proportion of Ontario's adults have availed themselves of the benefits of a lengthy education. One technique for balancing this deficit would be to develop broader opportunities for adults to obtain subsidized educational programs. This approach might be aimed at those with less than Grade 8 standing, those who are chronically out of work through lack of skills, those whose skills are no longer marketable, and others with identified learning needs.

Until recently it has been considered cheaper and more satisfactory for Canada to import skilled workers than to educate them here.[11] Now, however, fewer trained tradespeople are migrating to Canada, and businesses must more frequently train their own skilled workers. The response in Ontario to this need can be seen in the development of the linkage program and the expansion of the apprenticeship and employer sponsored training programs. These are some of the ways in which the issue of equity can be met for those who leave school early.

The increased participation of workers in decision-

[10] Adapted from Organization for Edonomic Co-operation and Development, Recurrent Education for the 1980's: Trends and Policies, p. 2.

[11] See "Skills Crisis", Toronto Star, August 18, 1980.

making within industrial organizations (industrial democracy) presents additional educational needs. Recent developments in this trend, which is growing rapidly in Western Europe, suggest that training and development departments of organizations and educational branches of unions are moving into this area partly because of the education systems' reluctance to develop policy and programs. Furthermore, the internal training departments of industries and private external consultants have been conducting programs in another related area that has been termed "the quality of working life". This extensive area of education has been defined as "a process aimed at: increasing employees' involvement on the factory floor and in the office, improving interpersonal and organizational relations, maximizing decision-making at the lowest possible level, furthering co-operation between union and management, developing more innovative and effective designs for jobs and organizations, and advancing the integration of people and technology".[12]

In the view of some people, continuing education has already begun to meet new needs for vocational training. Vocational opportunities and training have been greatly expanded through employer sponsored training, apprenticeship, modular training, Ontario

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[12]Robert J. Kost, "Competition and Innovation in Continuing Education", p. 56.

Career Action Program, and other programs and services.[13] As well, Ontario has demonstrated a degree of flexibility in education for work through a wide range of programs frequently delivered through its institutions -- especially the community colleges with their outreach programs, their well-deployed campuses, and their community services. The colleges have developed a comprehensive system of vocational and avocational courses and programs offered on both a full-time and extension basis.

Business and industry are often critical of the relevance of the vocational training provided by our educational institutions. In fact, they have a tradition of providing their own programs that contribute directly to increased job skills and consequently to increased profits. A closer relationship between the formal systems of education and this network of industrial training might benefit both parties. Two current examples of co-operation are employee sponsored training (EST) and training in business and industry (TIBI), both of which are carried out with the help of the colleges.

Issue 15 In the context of the changing relationship between education and work, there are six questions that can be posed:

[13] Details on two federal programs are provided in Appendix F.

(a) Should the principle of recurrency be explicit and emphatic in a government policy on lifelong education?

(b) Through what sort of programs can the principle of recurrency be implemented in continuing education?

(c) To what extent, if any, should subsidized educational opportunities be extended to those who have not previously taken full advantage of initial education?

(d) Should more work-related programs and courses be developed in continuing education (e.g., co-operative programs)?

(e) Should closer links be established between the continuing education efforts of the public and the private sectors?

(f) Should a broadly based representative advisory committee be created to advise the government about continuing education?

Alternative Certification

Many jurisdictions offer several ways to obtain certification. For example, through provisions in Circular H.S.1, Ontario allows students to earn secondary school credits for work experience and equivalent courses. Furthermore, colleges and universities in this province will admit students without secondary school graduation diplomas to diploma

and degree programs on completion of specified upgrading programs.

Besides the traditional ways of earning credits, credits can now be earned through distance education courses, continuing education courses, and contract learning. Contract learning involves the establishment of an agreement specifying the kinds of learning experience suitable to obtain credit. It permits a program adjusted to the learner's needs and is very useful in a practicum or field experience situation.

A number of ways of determining credit for equivalent forms of learning also exist. These include the following:

-- equivalency examinations. Equivalency examinations could be set for Ontario elementary and secondary programs;

-- challenge examinations. Universities now set examinations in some fields that learners can write without taking courses. For example, the School of Nursing at Laurentian University allows candidates to challenge certain courses for credit and degree purposes. This route to earning course credits might be more broadly available in the future;

-- credit for experience. Circular H.S.1 now provides a means of awarding up to twelve credits for equivalent experience. Moreover, credits are also available for apprenticeship programs. Drawing on models that exist elsewhere, such as in New York State and through the Council for Advancement of Experiential

Learning, work and life experience could be considered for credit at all levels of education if this were deemed desirable. Present provisions make the learner dependent on a single individual's judgement (e.g., the principal in the case of the school system). Broader provisions could perhaps exist. There are some groups of people for whom formal schooling is not a practical option. But for many of these people experience has provided equivalent learning. The question raised here is whether this form of learning should also qualify these people for the credentials that society expects.

One area that could now be given consideration is the granting of college and university credit for educational programs provided by government, business, and industry that are of equivalent difficulty and of similar subject matter to existing post-secondary programs. Such action would encourage professional groups to plan their own continuing professional education in addition to the programs offered at colleges and universities. Given the availability of adequate research as described elsewhere in this paper, and models such as the New York Regents Program, the Council for Advancement of Experiential Learning, and a variety of other equivalency programs, it could be feasible in the next three to five years to work out criteria and assessment techniques to facilitate a number of ways to gain college and university certification.

Issue 16 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) consider extending their recognition of non-traditional forms of learning?

(b) encourage post-secondary institutions to extend their recognition of non-traditional forms of learning?

(c) consider the establishment of an open learning institute to provide alternative ways to qualify for certification?

(d) encourage the use of an array of assessment devices to determine credit for equivalent learning?

Government Legislation and Funding

Legislation

The fundamental issues to be considered in any commitment by the Ministry of Education and the Ministry of Colleges and Universities to lifelong education and to continuing education have been raised in this paper. If such a commitment were made, it would be necessary to decide whether or not new legislation was required.

As has been indicated above, much policy in this area is already implied in regulations and other documents. If distinctive legislation in this area is considered desirable, it might combine existing policy and practices, if they are to be retained, and those

areas that have not yet been addressed. However, it might be argued that formal legislation is not required if a clear policy statement is issued. The following issues might then be raised:

Issue 17(a) Should the Ministry of Education and the Ministry of Colleges and Universities:

i) introduce separate legislation concerning continuing education?

ii) extend and systematize current provisions in existing legislation?

iii) refrain from making changes in legislation or other documents that suggest policy in this area?

(b) If some changes in legislation were made, what would be the key areas of concern that should be mentioned?

Global Funding and Accountability

Global funding is the usual approach used for educational systems in Ontario. In essence this means that the sum of money allocated to an institution by a variety of criteria and calculations is transferred to the institution with no strings attached as to its use, within some prescribed limits. The advantages of this system are, first, that the institutions are encouraged to act autonomously in determining their needs and using their resources to meet them, and second, that there is

little burden on the government in terms of audits and accountability mechanisms. As long as institutions make their expenditures a matter of public record, this sort of approach is possible. The disadvantage is that a change in government or public priorities cannot be reflected quickly in funding.

A compromise that might better serve both the institutions and the public welfare could couple global funding with a committee or council on continuing education. The Ministry of Education and the Ministry of Colleges and Universities could designate the portion of grants intended for continuing education activities. Institutions could then be required to publish an accounting of the funds allocated and the programming supported by it. A representative committee appointed by the government could examine these reports and publish an evaluation of each institution's record. Thus, the committee would perform an ombudsman role for continuing education.

In formulating an appropriate funding policy for continuing education, the following questions must be answered:

-- How can government ensure that public priorities are being promoted by the institutions?
-- Is it possible to ensure that the public knows how its tax dollars are being spent?
-- What is the distinction between learning and purely recreational activities?
-- How can the government ensure that debenture charges,

consultant services, and other non-applicable expenses are not charged against continuing education? Finally, is it possible or desirable to foster innovation and flexibility in meeting the emerging needs of new special-interest groups?

Issue 18 These questions lead to the following issues:

(a) Should the Ministry of Education and the Ministry of Colleges and Universities continue to pay grants to institutions with no strings attached?

(b) Should incentives be built in by earmarking some grants according to government priorities?

(c) Is it possible or desirable to mandate a public accounting of continuing education grants and their use by institutions?

Equity in Funding

If enrolments of full-time students decline and the number of part-time students increases as expected, the funding balance of the Ministry of Education and the Ministry of Colleges and Universities will shift towards continuing education students. In the case of French-language programs, it may be necessary to provide additional financial support to ensure equality of opportunity. In the light of this situation, an

equitable system for the public financial support of continuing education must be developed. Each level of institution engaged in continuing education has played a different role in education, developed a different formula for funding, and evolved a different cost for credit courses. Because it is not possible to provide across-the-board equity without increasing costs astronomically, policy-makers seeking equity would have to consider the following options:

a) equity between full-time and part-time learners;

b) equity between credit and non-credit courses.

a) Equity between full-time and part-time learners

In terms of government funding, only the universities have been successful in making equitable arrangements between full- and part-time students, and this only for credit courses. Furthermore, the fees of some universities are higher for part-time study than they are for full-time courses. College fees also tend to be proportionately higher for part-time learners than for their full-time counterparts. In the school system, part-time students generate grants, but may not be supported by local taxes. Improvements may be possible and necessary in this area.

Issue 19 For government funding purposes, should part-time credit courses be equitable with their full-time equivalents?

Issue 20 Should the Ministry of Education and the

Ministry of Colleges and Universities:

(a) mandate an equity in fees and services between full- and part-time students?

(b) encourage institutions to continue working towards demonstrable equity between full- and part-time students?

(c) indicate that complete equity between full- and part-time students is not possible?

(d) suggest that equity between full- and part-time students may be undesirable for both groups?

b) Equity between credit and non-credit courses

The schools and colleges include both credit and non-credit programs under the classification of continuing education. The universities tend to use continuing education as a synonym for non-credit programs, although not all non-credit courses are called continuing education. While many non-credit programs at schools and colleges are funded, they are not funded at the university level. There appears to be the tendency to oppose financial support of non-credit courses unless they happen to be directly job-related. This raises the question of why the learning associated with non-credit courses is considered less valuable to society than that associated with credit courses.

Issue 21 Should the Ministry of Education and the Ministry of Colleges and Universities:

(a) treat part-time credit and non-credit courses equally in their grants policies?

(b) fund only credit courses?

(c) give token funding to non-credit courses and proportionate funding to credit courses?

(d) categorize courses by criteria other than credit value?

(e) develop a system of funding that differentiates between credit and non-credit?

Funding Mechanism

In the light of the concerns raised regarding accountability for funded programs and equity in funding, a funding mechanism could be based on one or a blend of the following:

-- proportionate grants for part-time credit courses

Tight control could be maintained over what is included in this category. Certain high-priority non-credit courses might be treated as though they were credit courses in order to emphasize their importance. Any major additions to this category could be a matter of negotiation between the Ministry of Education and the Ministry of Colleges and Universities and the institutions offering courses.

-- block funding for other courses

Using several measures of activity, such as contact hours, numbers of students, and numbers of courses, a total dollar allotment could be determined for each

institution or board. This allotment, subject to adjustment in case of inflation, could be provided without review for a period of three to five years, after which a review and adjustment would be considered. No reference to enrolments, instructional hours, and so on, would be made, except at these periodic reviews.

-- contract funding

Each year funding could be provided for program innovations and government priorities established through negotiations between the Ministry of Education and the Ministry of Colleges and Universities and the educational institutions involved in continuing education. Specific conditions would be laid down for each program to ensure that its objectives were achieved.

The provisions would require a minimum of auditing and monitoring by the Ministry of Education and the Ministry of Colleges and Universities, while encouraging institutions to make innovations within the budgets available to them. The most attention would be devoted to monitoring the proportion of funds claimed for the first funding mechanism noted above. The failure of institutions to meet their mandate could result in a reduction of funds.

Alternative Sources of Funding

There appears an eagerness on the part of profit-oriented organizations to buy education rather

than to provide it themselves. Educational institutions at all levels might be encouraged to enter the marketplace aggressively and innovatively.

If the educational institutions fail to become involved in this kind of activity, additional carefully evaluated employee-training programs could be accredited by government to grant certification, professional credentials, and, where possible, diplomas and degrees. Under such arrangements, education would effectively be funded by private sources.

The educational benefits that are being written into union agreements represent another source of private funding for education. Employees are beginning to receive educational leave from their jobs, support for course fees, and other educational bonuses.

Conclusion

This section has examined two crucial issues for continuing education: legislation and funding. If the Ministry of Education and the Ministry of Colleges and Universities make a joint commitment to lifelong education and to continuing education, these are two areas in which distinctive measures might be considered.

Conclusion

One of the fundamental questions posed by this paper is the extent, if any, to which the Ministry of Education and the Ministry of Colleges and Universities should commit themselves to a philosophy of lifelong education. Another question, given the extent of the

investment in contining education, is whether the two Ministries should have a comprehensive policy of continuing education to ensure co-ordination. Another question: Given that the majority of learners from Grade 9 up are now part-time students, should continuing education be a high priority?

Some specific client groups for continuing education have been tentatively identified in this paper. They include the undereducated, the unemployed, the under-employed, the handicapped, the incarcerated, and the aging. Some groups of learners who may fit into a number of these categories have not been discussed (e.g., Native Peoples, immigrants). Continuing education could perhaps be expanded and made more accessible to meet the needs and demands of all of those who seek learning opportunities.

Despite its length and the number of issues raised, this paper is less than exhaustive. The field is so vast that far more has been omitted than included. This paper could foster a great deal of discussion both on the issues presented and on others that have not been identified. It is hoped that the paper will generate an examination of the reality and dimensions of continuing education in this province.

List of Issues

1. Definition of continuing education:
   a) Should the definition of continuing education include part-time credit courses?
   b) Should a minimum age other than sixteen for an adult learner be considered?
   c) Should the definition be broad enough to recognize all the learning activities of the third system?

2. Government commitment:
   a) Should the province leave the development of continuing education to evolve with no commitment to an over-all philosophy?
   b) Should the province adopt a statement of guiding principles related to lifelong education?
   c) Should the province, as an alternative, articulate a formal commitment to lifelong education that embraces the wide range of needs and concerns of Ontario's adult learners and the full range of formal and informal delivery agencies in our educative society?

3. Adult basic education: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) support programs that include language, computational, and basic life skills?
   b) fund programs given under the auspices of schools, colleges, universities, and/or other agencies?
   c) provide a focus for leadership in adult basic education?
   d) publicize the availability of secondary school courses to those who wish to complete the Secondary School Graduation Diploma?
   e) fund the training of instructors in literacy programs?
   f) encourage the development of Canadian materials suitable for adults in basic literacy programs?
   g) provide consultation with practitioners in the field to identify, review, catalogue, or create curriculum materials for adult basic education and to disseminate them?
   h) encourage the development of alternative delivery techniques and a greater variety of approaches to adult basic education?
   i) encourage institutions offering adult basic education courses or programs to develop procedures to identify, train, and use volunteers?
   j) encourage all interested agencies to become involved in a co-operative and integrated approach to adult basic education?

4. Decentralized co-ordination of continuing education: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) leave the situation to evolve?
   b) facilitate the formation of community learning councils in response to expressed local wishes?
   c) authorize the formation of community learning councils?

5. Leadership role: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) provide a single focal point for leadership in the development of continuing education in the Ministries?
   b) propose the establishment of an interministerial group to co-ordinate all government activity in continuing education?
   c) form a Minister's advisory committee, which would include representation from outside the government, to interpret the learning needs of adults in the province?
   d) study different options for establishing and funding a clearing house that would facilitate the provision of high-quality information about courses and learning opportunities?
   e) identify and encourage organizations that represent continuing education in this province to take a role in advocacy, professional development, policy advice, and liaison?

6. Clarification of the roles and mandates for continuing education in the schools, colleges, and universities: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) involve the schools, colleges, and universities in the development of a plan that would identify a role for each level of institution in the provision of continuing education?
   b) determine appropriate spheres of influence in continuing education for each of these levels and mandate an end to overlaps?
   c) continue to provide differentiated financial support by institution for credit courses in continuing education programs in schools, colleges, and universities?
   d) strongly encourage the negotiation of co-operative arrangements among institutions and agencies in the provision of continuing education activities in the community or region?
   e) encourage the schools, colleges, and universities to emphasize the difference in their primary mandates by extending their range of course offerings in distinctive directions?

7. The training of adult educators: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) prepare a resource document in program planning for the use of instructors of adults?
   b) establish a committee of adult educators to prepare a series of program outlines for both short and long courses (in English and in French) in the training of instructors of adults, programs managers, and support personnel?
   c) encourage the initiation of a limited number of pilot training programs in faculties of education, colleges, school boards, or volunteer organizations?
   d) commission a study to review existing programs for the training of instructors of adults and subsequently to make recommendations for the extension of such programs?
   e) make an immediate response to adult education needs by extending and consolidating the programs that now exist, assuming that experience with these programs will be an asset to other initiatives that may be contemplated at a later time?
   f) encourage the development of a provincial association of continuing educators to provide a focal point for all practitioners in the province?

8. Provision of counselling and information services: Should the Ministry of Education and the Ministry of Colleges and Universities:
   a) plan and fund training and retraining programs for counselling personnel?
   b) deploy their resources to help community learning councils establish counselling services?
   c) initiate contact with other ministries and other levels of government to investigate the feasibility of a comprehensive network of counselling and information centres both inside and outside of existing institutions?
   d) explore the feasibility of extending access to computerized information services such as the Student Guidance Information Service (SGIS) by establishing terminals in municipalities in co-operation with local governments?
   e) establish a telephone-inquiry information service for continuing education needs in Queen's Park?
   f) fund learning directories similar to the model developed by the Metropolitan Toronto Library as a local information service?

9. Information about existing continuing education programs for future planning: Should the Ministry of Education and the Ministry of Colleges and Universities:

a) revise the reporting mechanisms used by school boards and colleges to create identical categories for enrolments, funding, course hours, etc., so that data could be compared and consolidated?
b) disseminate more information about continuing education in schools, colleges, and universities through Education Statistics and similar publications?
c) establish a publicly appointed commission or council to monitor continuing education programs at all levels and to produce an annual report to the government on enrolments, programs, expenditures, and other relevant factors?

10. Research in continuing education: Should the Ministry of Education and the Ministry of Colleges and Universities make research in continuing education a specific priority of their over-all research program?

11. Parallel development of continuing education for Francophones: Should topics of unique concern to the Francophone sector of continuing education be identified?

12. The role of distance education in continuing education:
a) Should educational institutions be encouraged to develop their own distance education programs along the lines of Ryerson Open College and Seneca Telecollege?
b) Should certain forms of distance education be emphasized?
c) Should certain forms of distance education be de-emphasized?

13. The role of correspondence education in continuing education: Should the Ministry of Education and the Ministry of Colleges and Universities contemplate a significant change in the role of the Correspondence Education unit of the Ministry of Education to support continuing education programs such as adult basic education?

14. Involvement of TVOntario in the provision of formal continuing education services and in programming for adult basic education: Should the Ministry of Education and the Ministry of Colleges and Universities:
a) encourage TVOntario to support the continuing education programs of educational institutions, especially in programming related to credit and non-credit courses for learners:
i) who are homebound, incarcerated, handicapped, and/or geographically inaccessible?

ii) whose learning styles are oriented to independent learning?

b) encourage TVOntario to co-operate with other agencies that provide complementary media and methodologies in the delivery of continuing education programs?

c) avail themselves of TVOntario's continued involvement in experimentation and research on the utilization of two-way learning systems and on the interaction of different forms of communications?

d) encourage TVOntario to acquire and use high-quality programming in a literacy-related project?

e) encourage TVOntario to create a series of programs intended to highlight the issue of adult undereducation and to identify potential learners?

f) encourage TVOntario to co-operate with other agencies in a concerted initiative to upgrade adult basic education?

15. The changing relationship between education and work:

a) Should the principle of recurrency be explicit and emphatic in a government policy on lifelong education?

b) Through what sort of programs can the principle of recurrency be implemented in continuing education?

c) To what extent, if any, should subsidized educational opportunities be extended to those who have not previously taken full advantage of initial education?

d) Should more work-related programs and courses be developed in continuing education (e.g., co-operative programs)?

e) Should closer links be established between the continuing education efforts of the public and the private sectors?

f) Should a broadly based representative advisory committee be created to advise the government about continuing education?

16. Alternative forms of certification: Should the Ministry of Education and the Ministry of Colleges and Universities:

a) consider extending their recognition of non-traditional forms of learning?

b) encourage post-secondary institutions to extend their recognition of non-traditional forms of learning?

c) consider the establishment of an open learning institute to provide alternative ways to qualify for certification?

d) encourage the use of an array of assessment devices to determine credit for equivalent learning?

17. Legislation for continuing education:
    a) Should the Ministry of Education and the Ministry of Colleges and Universities:
        i) introduce separate legislation concerning continuing education?
        ii) extend and systematize current provision in existing legislation?
        iii) refrain from making changes in legislation or other documents that suggest policy in this area?
    b) If some changes in legislation were made, what would be the key areas of concern that should be mentioned?

18. Accountability for continuing education funding:
    a) Should the Ministry of Education and the Ministry of Colleges and Universities continue to pay grants to institutions with no strings attached?
    b) Should incentives be built in by earmarking some grants according to government priorities?
    c) Is it possible or desirable to mandate a public accounting of continuing education grants and their use by institutions?

19. Equitable funding of part-time credit courses: For government funding purposes, should part-time credit courses be equitable with their full-time equivalents?

20. Equity between full-time and part-time students: Should the Ministry of Education and the Ministry of Colleges and Universities:
    a) mandate an equity in fees and services between full- and part-time students?
    b) encourage institutions to continue working toward demonstrable equity between full- and part-time students?
    c) indicate that complete equity between full- part-time students is not possible?
    d) suggest that equity between full- and part-time students may be undesirable for both groups?

21. Equitable funding for credit and non-credit courses in continuing education: Should the Ministry of Education and the Ministry of Colleges and Universities:
    a) treat part-time credit and non-credit courses equally in their grants policies?
    b) fund only credit courses?
    c) give token funding to non-credit courses and proportionate funding to credit courses?
    d) categorize courses by criteria other than credit value?
    e) develop a system of funding that differentiates between credit and non-credit?

Appendix A: Policy Documentation for Colleges of Applied Arts and Technology

Goals

In Education Ontario, Spring 1980, the Minister identified the following:

Mandate:

- to provide indivduals with opportunities to obtain skills that will maximize their abilities and their contribution to society;

Goals of colleges:

- to provide courses of types and levels beyond, or not suited to, the secondary school setting;
- to meet the needs of graduates from any secondary school program, apart from those wishing to attend university;
- to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.

Objectives of manpower training programs:

- to provide the mechanisms for insuring that the training needs of industry for skilled and semi-skilled occupations are met;
- to co-operate with other ministries in developing an over-all manpower strategy and to ensure that existing occupational training activities in the secondary schools, community colleges, universities, and industry are suitably linked;
- to provide information that will assist in the development of an over-all career strategy, acquaint the general public with career opportunities for skilled crafts persons, ensure that changes in the labor market requirements for skilled persons are collected, disseminated, and used;
- to encourage training within industry to complement skill training in public institutions and to initiate training programs when the nature of the training requirements precludes the use of traditional techniques.

Legislation

The Ministry of Colleges and Universities Act, 1971
Relevant sections set out the mandate for the colleges as follows:

> 14a.(1) Subject to the approval of the Lieutenant Governor in Council, the Minister may establish, name, maintain, conduct and govern colleges of applied arts and technology that offer programs of instruction in one or more fields of vocational, technological, general and recreational education and training in day or evening courses and for full-time or part-time students.
>
> (4) For the purposes of subsection 1 and subject to the approval of the Minister, a board of governors may enter into an agreement with any organization representing one or more branches of industry or commerce or with any professional organization.
>
> (5) Subject to the approval of the Minister, a board of governors of a college may enter into an agreement with a university for the establishment, maintenance and conduct by the university in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university.

Ontario Regulation 169
4.(1) and (2) refers specifically to college planning for adult education, subject to the approval of the Minister.

> 4.(1) Upon assuming office a board of governors shall make a study of the post-secondary and adult education needs of the area for which the college has been established and shall, as soon as possible after the first meeting of the board of governors, submit for approval to the Council of Regents a report containing specific recommendations concerning the proposed educational program. O. Reg. 268/65, s.4(1)
>
> (2) The Council of Regents shall consider the recommendations contained in the report referred to in subsection 1 and,
>
> (a) where the Council of Regents considers it necessary, may modify or otherwise alter the recommendations; and
>
> (b) shall submit the recommendations, or the recommendations as modified or otherwise altered, to the Minister for his approval. O. Reg. 268/65, s.4(2), amended.

While section 4 refers basically to the initial program planning efforts of a college, subsequent sections refer to the ongoing nature of program planning, again subject to the approval of the Minister.

> (2) A board of governors shall, no later than a date specified by the Council of Regents, submit to the Council of Regents for the approval of the Minister, a multi-year plan containing such data and in such format as the Council of Regents may require.
>
> 7.(1) A board of governors may, at any time, recommend the introduction of new educational programs at the college to the Council of Regents.
>
> (2) The Council of Regents shall consider the recommendation and,
>
> (a) where the Council of Regents considers it necessary, may modify or otherwise alter the recommendation; and
>
> (b) shall submit the recommendation, or the recommendation as modified or otherwise altered, to the Minister for his approval.
>
> (3) Where the Minister approves the recommendation, or the recommendation as modified or otherwise altered, the board of governors shall include the new educational program or the educational program as modified or otherwise altered, in the programs of instruction at the college. O.Reg. 268/65, s.7, amended.

Role

Statement by Hon. William G. Davis in the Legislature, May 1965

In his speech Mr. Davis gave the following descriptions of the role of the colleges:

> I would hope to see the following range of offerings in most if not all COLLEGES OF APPLIED ARTS AND TECHNOLOGY, the choice to be determined by local circumstances, as indicated above, and extended where a particular need exists in a community.
>
> (a) Engineering technician and technologist programs below university level
> (b) Semiprofessional non-engineering type programs (e.g. in the para-medical field)
> (c) High level programs in office and distributive occupations, specifically of junior and middle management level, and including courses for small business
> (d) Agricultural and agricultural-related programs, at least in rural areas, in co-operation with the Department of Agriculture
> (e) General adult education programs, including cultural and leisure time activities
> (f) Programs of recreation, including physical education
> (g) General or liberal education courses, including remedial courses in basic subjects, and often incorporated as part of the other programs (e.g. English, Mathematics, Science)
> (h) Retraining, upgrading and updating courses
> (i) Trades skills, pre-apprenticeship, and apprenticeship training
> (j) Service industry courses (e.g. for tourist industry)
> (k) Commercial courses (e.g. cost accounting, junior accounting, data processing, computer programming)
> (l) Other courses to meet local needs
>
> With respect to the general or liberal education courses, and the general adult education programs, I would point out that these are not thought of as university level courses.

> ... We have in mind composite or comprehensive institutions, preferably with several buildings on the same campus, providing a wide variety of programs of varying length, including work-experience programs, by day and in the evening, for adults as well as for youth, and for probably more part-time than full-time students.
>
> Nevertheless, some features will be common to all programs: they will be occupation-oriented, for the most part; they will be designed to meet the needs of the local community - and they will be "commuter" colleges.

Funding

The Audited Enrolment Report Guidelines (1978/79)

These guidelines suggest several categories for part-time students:

(a) Full-time post-secondary (Form A)

A full-time post-secondary student is a student who is:

- enrolled in a program which has been approved as a post-secondary program by the Council of Regents;

and

- is carrying a course load of at least 70% of the student contact hours or 66 2/3% of the courses normally required for the approved program in the reporting period concerned.

(Note that the number of student contact hours or courses normally required for an approved program includes any elective student contact hours or courses which must be completed to obtain the diploma in that program.)

(b) Part-time post-secondary (Form B)

A part-time post-secondary student is defined as a student who is:

- enrolled in a course or courses (subject or subjects) which form a part of and count for credit towards a post-secondary program which has been approved for that college by the Council of Regents;

and

- is not taking the number of courses (subjects) and/or student contact hours required to be considered a full-time post-secondary student in the reporting period concerned.

Part-time post-secondary students are further subdivided into the following two sub-categories

"Day"

Those part-time post-secondary students in courses in which more than half of the students enrolled are full-time post-secondary students. (Such courses may, of course, be running in the evening).

"C.E."

Those part-time post-secondary students in courses in which half or more than half of the students enrolled are part-time post-secondary students (i.e. all those part-time post-secondary students who do not fall into the subcategory "Day").

(c) Part-time non-post-secondary (Form B)

A part-time non-post-secondary student is defined as a student who is enrolled in one or more non-post-secondary courses. Non-post-secondary courses are subdivided into the following three categories:

(i) Vocational

These are courses which do not meet the criteria for post-secondary courses (see the part-time post-secondary student category definition above), but which are offered by the college primarily for the career advancement of the students.

(ii) Avocational

These are courses which are offered by the college primarily for purposes other than the career advancement of the student e.g. recreational or general interest courses.

(iii) Management Development Program (MDP)

MDP courses are defined as those courses designed by the Ministry and co-ordinated and delivered by the college as part of the college's Management Development Program.

Eligibility of courses is also spelled out.

The Audited Enrolment Report must exclude the following students and/or activities:

- part-time courses (post-secondary or non-post-secondary) where the course duration is less than 10 hours or the standard course tuition fee is less than $25.00.
- any enrolment or contact hours generated by students who are 16 years of age and do not hold an Ontario secondary school graduation or mature matriculation diploma or out-of-province equivalent.

Appendix B: Policy Documentation for Universities

Goals

Education Ontario, Spring, 1980
The Minister listed the following Government objectives:

> . to develop a more educated populace;
> . to educate not train people for the professions;
> . to provide for study at the highest intellectual level;
> . to conduct basic and applied research including development and evaluation;
> . to provide service to the community.
>
> Accessibility to higher education is, of course, one of the primary social goals of the government.

Funding

Ontario Operating Formula Manual, July 1978
This manual sets out the requirements to be met by enrolment data for funding purposes.

> III COUNTING OF STUDENTS
>
> 1. The Counting of Undergraduate Students
> Previously, full-time equivalent for part-time undergraduate students (except education) was calculated by multiplying the number of full-course registrations by a part-time conversion factor. This factor was 1/6 until 1972-73 and 1973-74, when it was changed to 1/1.5 and 1/5 respectively. It has remained at the 1/5 level since 1973-74.
>
> In 1976-77, the new conversion factor to be used for both full and part-time students varies with the program and may also vary with the registration level, although the same conversion factor will be applied to full and part-time students in the same program at the same level. For each undergraduate student in a degree or diploma program, the fiscal full-time equivalent enrolment for a term is calculated by dividing his or her units of study for that term by the normal full-time study load for the academic year. The fiscal full-time equivalent enrolment for the fiscal year is the sum of fiscal full-time equivalents for each term within that fiscal year. All enrolment reporting will be done on a term basis.

Eligibility of courses is also spelled out.

> (2) For a course or other unit of study to be eligible to be included in the calculation of eligible FFTEs
>
> (i) it must be taken for credit;
> (ii) it must normally be acceptable for credit as fulfilling in part the requirements for a degree or diploma of that institution;
> (iii) the student must be held academically responsible for his or her achievement in it (i.e. success, failure, etc. must be noted on the student's permanent record) in a way consistent with treatment of all courses or other units of study in that program.
>
> A course or other unit of study normally credited toward a diploma may not be regarded as eligible to be included in the calculation of eligible FFTEs in a degree program unless it is normally accepted by the institution as fulfilling in part the requirements for a degree.

The manual also sets out the criteria for support for students engaged in part-time studies.

> 1.3 Part-Time Studies
> Any university claiming support for students not engaged in studies on a full-time basis, will be expected to meet the following criteria:
>
> (1) Faculty and Teaching Staff
> Instructors of part-time students are full members of the appropriate department and faculty with the full privileges and responsibilities of any regular or part-time faculty member. Appointments to the faculty, terms and conditions of work, including remuneration, should be consistent within the institution irrespective of whether a faculty member is teaching full-time or part-time students. Payment for services rendered should be based upon a regular teaching load, without regard to the time of day at which courses are taught.
>
> (2) Academic Structure
> The development of courses of study for part-time students should be handled within the normal university structure under the direction of the Senate or appropriate academic governing body. In universities where a college system is operative, it may be deemed appropriate to establish or maintain a special college having specific responsibility for part-time students. In such cases the college itself, as well as the members of the teaching faculty and students, should have the same relationship to the university, including participation in the governing structure, as would prevail with any other college.

(3) Admissions, Examinations and Academic Regulations
Regulations for part-time students should be built into the overall academic structure in such a way that requirements for admission, promotion, degrees, etc., are identical insofar as part-time and full-time students are concerned. Special regulations, for example, for mature students, should be university-wide or faculty-wide, without respect to whether a student is proceeding towards a degree on a part-time or full-time basis. While it is recognized that some special academic regulations may be required particularly to accommodate part-time students, these should be developed and administered by the same bodies and in the same manner as those responsible for all academic regulations of a similar nature.

(4) Scheduling
The university should schedule its classes on an integrated, extended day program which allows part-time students to enrol in classes offered either during day or evening hours and which allow full-time students to attend classes specifically scheduled for part-time students when practical.

The foregoing does not apply to work done through correspondence courses.

(5) Overload teaching is not precluded in special circumstances.

(6) Any questions of interpretation with respect to the eligibility of part-time students at university will be referred to the University Affairs Division of the Ministry of Colleges and Universities.

(7) The organization of part-time programs at Atkinson College (York University) is regarded as generally reflecting the intention of this statement and therefore qualifies Atkinson students for grants.

Student ineligibility is outlined as follows:

2. Ineligible Students

3.1 Those enrolled in graduate programs introduced after spring 1971 which have not received approval in writing from the Ministry of Colleges and Universities.

It should not be assumed, in the absence of an immediate response from the Ministry to specific matters raised by a university, that financial approval has been granted automatically. Accordingly, enrolment data submitted by a university as official eligible enrolment projections should exclude any programs not approved in writing at the time of submission unless specific authorization has been given to do so. Provision is made for the reporting of such enrolment in unapproved programs as ineligible, and, should the program be subsequently approved, the appropriate figures will be added by the Ministry to the eligible projection.

3.2 Those enrolled in programs of study for which ordinary formula support has been specifically denied.

3.3 Students "auditing" university credit courses (possibly registered in a course, but not paying the full fees or taking them for credit standing).

To be claimed as eligible, a student must have taken a course for credit standing, mere registration in a course does not mean eligibility for formula support.

3.4 Students registered in First Year of undergraduate degree programs, who on the applicable count date, have not successfully completed the requirements for the Ontario Secondary School Honour Graduation Diploma or the equivalent from other educational jurisdictions except:

(a) mature students
(b)*students registered in preliminary years at Carleton, Ottawa and Windsor weighted at 0.7
(c)*students registered in first year at Brock University who have successfully completed the Ontario Secondary School Graduation Diploma but who have not completed the Ontario Secondary School Honour Graduation Diploma
(d) students registered in Music at the University of Toronto who have completed the requirements for the Ontario Secondary School Graduation Diploma who have certain additional qualifications in music
(e)*students registered in the transitional year program of the University of Toronto who lack the ordinary entrance qualifications because of economic, social, cultural and ethnic factors.
(f) students registered in first year in a trimester program in the Winter or Spring Term at the University of Guelph who leave Ontario Year 5 studies before the end of the normal school year with the permission of the high school principal.

*Under an OCUA recommendation, these programs will be ineligible for support in 1979-80. As of writing, the Minister has made no decision on the recommendation.

Appendix C: Policy Documentation for Schools

Goals

Education Ontario, Spring 1980
In a presentation to a committee of the Ontario Legislature, the Minister stated the following goals of education:

> Education is however, a continuum, and these goals apply (in appropriately modified form) to all stages of learning, whether in the schools, the colleges, the universities, or the work place.
>
> The goals of education flow from the image of the learner for whom the education is being provided.
>
> Our image of the learner relies as much on the process as on the content of learning because it is through the process that young people become life-long learners who have, as C.P. Snow says, "the future in their bones", as well as the past in their heads. The inquiring mind and the contemplative spirit can carry our life-long learners into the uncertain future with confidence, resourcefulness and integrity.
>
> In Ontario I believe we have, and will continue to provide, through the publicly-supported educational system at all levels, equal educational opportunity for all. In its contribution to programs, personnel, facilities and resources, the government has the over-all purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural and moral development. The goals of education, therefore, can be stated as follows and are designed to help each student develop:

1. A RESPONSIVENESS TO THE DYNAMIC PROCESS OF LEARNING

Processes of learning include observing, sensing, inquiring, creating, analysing, synthesizing, evaluating, and communicating. The dynamic aspect of these processes springs from their source in many instinctive human activities, their application to real-life experiences, and their systematic interrelation within the curriculum.

2. RESOURCEFULNESS, ADAPTABILITY, AND CREATIVITY IN LEARNING AND LIVING

These attributes apply to modes of study and inquiry, to the management of personal affairs such as career plans and leisure activities, and to the ability to cope with challenge and change.

3. THE BASIC KNOWLEDGE AND SKILLS NEEDED TO COMPREHEND AND EXPRESS IDEAS THROUGH WORDS, NUMBERS, AND OTHER SYMBOLS

Such knowledge and skills will assist the learner in applying rational and intuitive processes to the identification and solution of problems by

a) using language aptly as a means of communication and an instrument of thought;
b) reading, listening, and viewing with comprehension and insight;
c) understanding and using mathematical operations and concepts.

4. PHYSICAL FITNESS AND GOOD HEALTH

Factors that contribute to fitness and good health include regular physical activity, and understanding of human biology and nutrition, the avoidance of health hazards, and concern for personal well-being.

5. SATISFACTION FROM PARTICIPATING AND FROM SHARING THE PARTICIPATION OF OTHERS IN VARIOUS FORMS OF ARTISTIC EXPRESSION

Artistic expression involves the clarification and restructuring of personal perception and experience. It is found in the visual arts, music, drama, and literature, as well as in other areas of the curriculum where both the expressive and receptive capabilities of the learner are being developed.

6. A FEELING OF SELF-WORTH

Self-worth is affected by internal and external influences. Internally it is fostered by realistic self-appraisal, confidence and conviction in the pursuit of excellence, self-discipline, and the satisfaction of achievement. Externally it is reinforced by encouragement, respect, and supportive evaluation.

7. AN UNDERSTANDING OF THE ROLE OF THE INDIVIDUAL WITHIN THE FAMILY AND THE ROLE OF THE FAMILY WITHIN THE SOCIETY

Within the family the individual shares responsibility, develops supportive relationships, and acquires values. Within society the family contributes to the stability and quality of a democratic way of life.

Appendix C: Policy Documentation for Schools

Goals

Education Ontario, Spring 1980
In a presentation to a committee of the Ontario Legislature, the Minister stated the following goals of education:

> Education is however, a continuum, and these goals apply (in appropriately modified form) to all stages of learning, whether in the schools, the colleges, the universities, or the work place.
>
> The goals of education flow from the image of the learner for whom the education is being provided.
>
> Our image of the learner relies as much on the process as on the content of learning because it is through the process that young people become life-long learners who have, as C.P. Snow says, "the future in their bones", as well as the past in their heads. The inquiring mind and the contemplative spirit can carry our life-long learners into the uncertain future with confidence, resourcefulness and integrity.
>
> In Ontario I believe we have, and will continue to provide, through the publicly-supported educational system at all levels, equal educational opportunity for all. In its contribution to programs, personnel, facilities and resources, the government has the over-all purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural and moral development. The goals of education, therefore, can be stated as follows and are designed to help each student develop:

1. A RESPONSIVENESS TO THE DYNAMIC PROCESS OF LEARNING

Processes of learning include observing, sensing, inquiring, creating, analysing, synthesizing, evaluating, and communicating. The dynamic aspect of these processes springs from their source in many instinctive human activities, their application to real-life experiences, and their systematic interrelation within the curriculum.

2. RESOURCEFULNESS, ADAPTABILITY, AND CREATIVITY IN LEARNING AND LIVING

These attributes apply to modes of study and inquiry, to the management of personal affairs such as career plans and leisure activities, and to the ability to cope with challenge and change.

3. THE BASIC KNOWLEDGE AND SKILLS NEEDED TO COMPREHEND AND EXPRESS IDEAS THROUGH WORDS, NUMBERS, AND OTHER SYMBOLS

Such knowledge and skills will assist the learner in applying rational and intuitive processes to the identification and solution of problems by

a) using language aptly as a means of communication and an instrument of thought;
b) reading, listening, and viewing with comprehension and insight;
c) understanding and using mathematical operations and concepts.

4. PHYSICAL FITNESS AND GOOD HEALTH

Factors that contribute to fitness and good health include regular physical activity, and understanding of human biology and nutrition, the avoidance of health hazards, and concern for personal well-being.

5. SATISFACTION FROM PARTICIPATING AND FROM SHARING THE PARTICIPATION OF OTHERS IN VARIOUS FORMS OF ARTISTIC EXPRESSION

Artistic expression involves the clarification and restructuring of personal perception and experience. It is found in the visual arts, music, drama, and literature, as well as in other areas of the curriculum where both the expressive and receptive capabilities of the learner are being developed.

6. A FEELING OF SELF-WORTH

Self-worth is affected by internal and external influences. Internally it is fostered by realistic self-appraisal, confidence and conviction in the pursuit of excellence, self-discipline, and the satisfaction of achievement. Externally it is reinforced by encouragement, respect, and supportive evaluation.

7. AN UNDERSTANDING OF THE ROLE OF THE INDIVIDUAL WITHIN THE FAMILY AND THE ROLE OF THE FAMILY WITHIN THE SOCIETY

Within the family the individual shares responsibility, develops supportive relationships, and acquires values. Within society the family contributes to the stability and quality of a democratic way of life.

8. SKILLS THAT CONTRIBUTE TO SELF-RELIANCE IN SOLVING PRACTICAL PROBLEMS IN EVERYDAY LIFE

These skills relate to the skilfull management of personal resources, effective participation in legal and civic transactions, the art of parenthood, responsible consumerism, the appropriate use of community agencies and services, the application of accident prevention techniques and a practical understanding of the basic technology of home maintenance.

9 AN ACCEPTANCE OF PERSONAL RESPONSIBILITY IN SOCIETY AT THE LOCAL, NATIONAL, AND INTERNATIONAL LEVELS

Awareness of personal responsibility in society grows out of knowledge and understanding of one's community, one's country, and the rest of the world. It is based on an understanding of social order, a respect for the law and the rights of others, and a concern for the quality of life at home and abroad.

10. ESTEEM FOR THE CUSTOMS, CULTURES, AND BELIEFS OF A WIDE VARIETY OF SOCIETAL GROUPS

This goal is related to social concord and individual enrichment. In Canada it includes regard for
a) the native peoples;
b) the English and French founding peoples;
c) multiculturalism;
d) national identify and unity.

11. SKILLS AND ATTITUDES THAT WILL LEAD TO SATISFACTION AND PRODUCTIVITY IN THE WORLD OF WORK

As well as the appropriate academic, technical, and interpersonal skills, this goal relates to good work-habits, flexibility, initiative, leadership, the ability to cope with stress, and regard for the dignity of work.

12. RESPECT FOR THE ENVIRONMENT AND A COMMITMENT TO THE WISE USE OF RESOURCES

This goal relates to a knowledgeable concern for the quality of the environment, the careful use of natural resources, and the humane treatment of living things.

13. VALUES RELATED TO PERSONAL ETHICAL OR RELIGIOUS BELIEFS AND TO THE COMMON WELFARE OF SOCIETY

Moral development in the school depends in part on a consideration of ethical principles and religious beliefs, a respect for the ideals held by others, and the identification of personal and societal values.

To the extent that these goals of education are achieved through endeavours inside and outside the schools of this province, to that extent will the future citizens of Ontario be lifelong learners who can think clearly, feel deeply, and act wisely.

Legislation

The Education Act 1974

The Act spells out the Minister's rights to make regulations.

> 10.-(1) Subject to the approval of the Lieutenant Governor in council, the Minister may make regulations, in respect of schools or classes established under this Act, or any predecessor of this Act, and with respect to all other schools supported in whole or in part by public money,
>
> 6. defining and governing evening classes;
>
> 9. defining and governing programs of recreation, camping, physical education and adult education;
>
> 8.-(1) The Minister may,
>
> (p) provide for the development, distribution and supervision by the Ministry of correspondence courses;
> 1974, c. 109, s.9(1)(g-p).
>
> 14.-(1) The Minister may establish, maintain and conduct camps for leadership training.
>
> (2) The cost of the establishment, maintenance and conduct of leadership training camps shall be payable out of moneys appropriated therefor by the legislature. 1974, c. 109, s.14.

The Act also deals with the conditions under which persons are eligible for funding as resident pupils.

> 37.-(1) A person is qualified to be a resident pupil in respect of a secondary school district if,
>
> (a) he and his parent or guardian reside in the secondary school district; or
>
> (b) he or his parent or guardian is assessed in the secondary school district,
>
> (i) as an owner, or
>
> (ii) for business assessment, or
>
> (iii) as an owner and for business assessment,
>
> for an amount that, when adjusted by the latest assessment equalization factor applicable thereto that is provided by the Minister, is not less than the quotient obtained by dividing the total equalized assessment, for the year next preceding, of property rateable for secondary school purposes in that secondary school district, by three times the average daily enrolment of pupils resident in that secondary school district in such year; or
>
> (c) he resides in the secondary school district and is the owner or tenant of property therein that is separately assessed; or

(d) he is over eighteen years of age and has resided in the secondary school district for the twelve months immediately before his admission to a secondary school in the secondary school district or to a secondary school operated by another secondary school board to which the board of such secondary school district pays fees on his behalf.

(2) A person who is qualified to be a resident pupil in respect of a secondary school district is a resident pupil if he enrols in a secondary school operated by the board of the secondary school district or in a secondary school operated by another secondary school board to which the board of such secondary school district pays fees on his behalf.

(3) Subsections 1 and 2 apply mutatis mutandis to a trainable retarded child in respect of a school division.

(4) In subsection 3, school division includes the Metropolitan Area as defined in The Municipality of Metropolitan Toronto Act.

(5) Notwithstanding any general or special Act, a person who resides in a secondary school district and who, except as to residence, is qualified to be a resident pupil in another secondary school district shall be admitted, without the payment of a fee, to a secondary school operated by the board of the secondary school district in which he resides if,

(a) the person has attained the age of eighteen years and has been promoted or transferred to a secondary school; and

(b) the appropriate supervisory officer certifies that there is adequate accommodation in the secondary school.

(6) Notwithstanding section 31, where a pupil

(a) has completed elementary school, and

(b) has attended one or more secondary schools for a total of seven or more years,

the board of the secondary school that he attends may charge a fee calculated in accordance with the regulations. 1974, c. 109, s.37.

The Act deals specifically with admission to evening classes as follows:

(5) A person is entitled to enrol in a course of study in an evening class if, in the opinion of the principal after due examination or other investigation, he is considered competent to undertake the desired course, but his admission to such course does not entitle him to be admitted to a day course. 1974, c. 109, s.40.

The Act spells out the rights of the board.

147.-(1) A board may,

22. permit the school buildings and premises and school buses owned by the board to be used for any educational or other lawful purpose;

28. conduct free lectures open to the public and include in the estimates for the current year the expenses thereof;

29. establish summer schools for pupils;

31. establish evening classes;

The Act also refers specifically to the establishment of vocational courses.

149.-(1) A secondary school board may provide vocational courses of study in one or more of its schools.

(2) Vocational courses of study may comprise,

(a) full-time day courses of study;

(b) part-time day courses of study; and

(c) evening courses of study.

(3) A secondary school board may provide for the admission of a pupil to a vocational course and may determine the procedures for admission to such course.

(4) Where a principal of a school is satisfied that an adult is competent to receive instruction in a vocational course, the adult may, without regard to his school standing, be admitted to,

(a) a special full-time day course of study;

(b) a part-time day course of study; or

(c) an evening course of study,

in the school. 1974, c. 109, s.149.

Ontario Regulation 704/78
Regulations governing continuing education classes are defined as follows:

9.-(1) The course of study for a continuing education class, the number of times that a continuing education class shall be held each week and the length of time per session of each continuing education class shall be determined by the board or boards establishing the continuing education class except that an elementary school board may offer continuing education classes only in courses of study that the board is authorized or required to provide in its day school program in the primary, junior and intermediate division.

(2) Notwithstanding subsection 1, an elementary school board may offer as a subject at the primary division, junior division and intermediate division level in its continuing education classes, a language other than English or French.

(3) The accommodation and equipment of a day school may be used for a continuing education class.

(4) The requirements for a continuing education class are the same as the requirements for day schools under the Act and the regulations in respect of,

(a) the management of classes;

(b) the admission and discipline of pupils;

(c) subject to subsection 5, the duties and qualifications of and the requirements for teachers and principals;

(d) the textbooks to be used; and

(e) the granting of credits.

(5) A board may employ a person who is not a teacher to teach in a continuing education class a course that is not to be recognized for credit provided such person holds qualifications acceptable to the board for such employment.

(6) The principal of a day school shall be the principal of the continuing education classes in his school unless the board appoints as principal thereof another person who holds the appropriate principal's qualifications set out in section 10.

(7) Two or more boards may jointly establish continuing education classes in a school or schools operated by one or more of the boards concerned and determine where such classes shall be conducted. O.Reg. 704/78, s.9.

Role

Circular H.S.1, 1979-81
Regulations for equivalency credits for mature students are set out as follows:

11.1 Equivalent standing for mature students

S.S.G.D. for mature students
Equivalent credit towards the Secondary School Graduation Diploma may be granted to mature students who have returned to day school, are enrolled in classes in continuing education, have obtained private-study status, or are enrolled in correspondence courses.

Mature students who have previously accumulated fewer than twenty-three credits may wish to take advantage of any of the provisions for equivalent-credit allowances stated below. Such students shall not be awarded the Secondary School Graduation Diploma until they have earned, subsequent to becoming mature students, at least four Ontario credits normally taken by students in Grades 11 and 12. Mature students who have previously accumulated twenty-three or more credits towards the Secondary School Graduation Diploma shall complete the required number of credits to bring their total up to a minimum of twenty-seven credits before they qualify for the diploma. In applying the criteria governing equivalent-credit allowances, a principal may consider it desirable to delay assigning some or all of the equivalent credits until students have completed one or more Senior Division courses.

Equivalent-credit allowances
In addition to diploma credits already accumulated by students - credits for which transcripts can be produced - the following equivalent-credit allowances may be given to raise the total number of accumulated credits for mature students up to a maximum of twenty-three credits:

Maturity allowance A maturity allowance of up to twelve credits may be given on the basis of age and length of time out of school. This provision recognizes that experience in the adult world can produce competence and understanding equivalent for some purposes, and to varying degrees, to that which might have been gained through formal education. Because maturity is not necessarily proportionate to chronological age, the decision regarding how many of the twelve credits will be allotted to any individual mature student is left to the principal, who will judge each case according to its merits.

Equivalent education allowance Allowances may also be given to mature students for individual courses successfully completed but not normally identified as secondary education, if they are considered acceptable by the principal and if some form of transcript is available. Each course containing work that would normally be completed after 110 hours of instruction may be considered to equal one equivalent credit.

Courses that are considered to be post-secondary, for example, courses that normally qualify for college or university credit, do not qualify for purposes of granting credits towards the Secondary School Graduation Diploma.

Apprenticeship training allowance Two equivalent credits may also be allotted for the successful completion of each period of an apprenticeship training program under authority of The Apprenticeship and Tradesmen's Qualification Act, Revised Statutes of Ontario, 1970, chapter 24, or for each six units of a modular training program taken over and above the prescribed academic entry requirements of the particular training program authorized under the act cited above.

Equivalent credits assigned under this section shall be recorded as such in Section C of the Ontario Student Record Folder. Once they have been assessed and recorded by a secondary school principal, the equivalent credits may be transferred to any other secondary school in the province.

Stipulations governing credit requirements
When a principal has determined how many credits a mature student has yet to earn towards a diploma, the student should be given guidance regarding the credit courses that are to be included in his or her program. After judging each case on its own merits, the principal may stipulate general requirements for earning the diploma, such as the minimum number of credits to be earned in each area of study and among the required subjects. A ruling of this nature should be given to the student in writing, with a copy placed in the student's Record Folder. Any ruling should not be unduly burdensome on the student, but should be made in his or her best interests.

11.2 Correspondence courses

Secondary school correspondence courses conferring credit towards the Secondary School Graduation Diploma and the Secondary School Honour Graduation Diploma are provided to Ontario residents by the Ministry of Education. For the most recent information and regualtions concerning eligibility and enrolment procedures, reference should be made to the booklet Correspondence Courses for the current year.

11.3 Continuing education (evening and day classes)

Although the main purpose of providing continuing education through evening and day classes is to benefit adults who have left school, another purpose is to accommodate some day-school students who have special curriculum needs.

A student who attends a day school may be considered for admission to an evening-class course for diploma credit after presentation of:

a) a statement signed by the day-school principal indicating
   i) that there has been consultation with the student regarding the proposed enrolment in evening classes, and
   ii) that a student who is enrolled for credit in the same course in day school has the day-school principal's permission to enrol in the evening-class course; and
b) evidence of parental approval for those students who have not attained the age of majority.

This provision does not preclude the possibility of a student's auditing either a day-school or an evening-school course as a supplement to the course he or she is taking for credit.

The student's final standing in a credit course shall be reported to the principal of the day school and recorded in the Ontario Student Record Folder along with other courses taken in that school.

Where the scheduled time in any continuing-education course taken for credit is less than that required by the credit definition, it is the responsibility of the principal of the continuing-education program to ensure that the course is planned to contain the quantity of work that would ordinarily be completed in a minimum of 110 hours of scheduled time in a day-school program.

11.4 Summer schools

Summer schools, another aspect of continuing education, can provide an additional avenue by which credit may be earned.

Establishing summer schools

Summer schools may be established by school boards under the provisions of paragraph 29 of section 147 of The Education Act, 1974. The chief education officer of the board concerned shall notify the Information Systems and Records Branch of the Ministry of Education through the June Board Report of the subjects that it intends to offer in its summer-school program.

Summer-school courses shall not begin until after the last legal school day in June, nor extend beyond the first legal school day of the following school year.

Students who meet the terms for admission established by the board operating the summer school may be admitted to summer-school courses.

Types of summer-school courses

Secondary school courses offered by summer schools may be of three types:

- credit courses that are designed for students who have taken the same courses in day or evening classes during the regular school year but who have not obtained standing or who wish to improve their standing in such courses;
- credit courses that have not been previously studied;
- non-credit courses that are designed to meet specific interests or needs of students.

11.5 Private study

Credits may be earned for diploma purposes through private study. A person who wishes to qualify as a private-study student should submit an application as early in the school year as possible, normally not later than the first school day in February, to the principal of the secondary school at which he or she wishes to be considered a private-study student.

When a private-study student has obtained satisfactory standing, the principal shall record the standing in the Ontario Student Record Folder in the manner prescribed in Regulation 38/73, Pupil Records.

Funding

The General Legislative Grants (O. Reg. 228/80) These spell out financial policy concerning continuing education.

6. "continuing education average daily enrolment for grant purposes for 1980" means, in respect of a board, the lesser of,

   i. the portion of the average daily enrolment for 1980 calculated under clause c of section 2 of Ontario Regulation 863/76 that is in respect of resident-internal pupils of the board enrolled in courses approved by the Minister in summer schools or evening classes established by the board other than,
      a. summer schools referred to in paragraph 31, and
      b. evening classes in driver education or heritage language instruction in languages other than English or French,

   except that, where in an evening class for French-speaking adults in which French is the language of instruction the number of pupils is less than 15, such number shall be deemed to be increased by five to a maximum of fifteen, and

   ii. the sum of,

      a. the greater of,

         I. a number equal to the excess of

            A. three per cent in the case of a public or separate school board, or five per cent in the case of a secondary school board, of the portion attributable to enrolment in day schools of the average daily enrolment for grant purposes for 1977, as defined in paragraph 6 of section 1 of Ontario Regulation 861/76, in respect of such board,

            over,

            B. the summer school average daily enrolment for grant purposes for 1980 in respect of the board,

            but in no case shall such number be less than 75, and

         II. ninety per cent of the portion attributable to enrolment in evening classes and summer schools of the average daily enrolment for grant purposes for 1976, as defined in paragraph 6 of section 1 of Ontario Regulation 237/76, in respect of the board,

      b. the portion of the average daily enrolment for 1980 calculated under clause c of section 2 of Ontario Regulation 863/76 that is in respect of residential-internal pupils of the board enrolled in courses of citizenship and language instruction for landed immigrants in evening classes established by the board, and

c. the amount by which the sum determined under subparagraph i is increased because an evening class for French-speaking adults in which French is the language of instruction has fewer than fifteen pupils;

Enrolments in continuing eduction are subject to approval by the Minister.

2. Any amount, enrolment or rate calculated by the application of the definitions in this Regulation and used for the purpose of calculating the amount of legislative grants payable to a board shall be subject to the approval of the Minister.

Ontario Regulation 863/76 (as amended by O. Reg. 64/78) The average Daily Enrolment is obtained by converting the hours of instruction to full-time equivalents as follows:

(c) the quotient obtained by determining, for each pupil who is enrolled in a summer school or evening class, the product of the number of sessions for which the pupil is enrolled and the number of minutes in each session for which he is enrolled and dividing the sum of the products so determined by the product of 300 and the number of school days in the year.

Appendix D: Suggested Division of Roles Between Colleges and Schools

ONTARIO DEPARTMENT OF EDUCATION

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7,500

MEMORANDUM TO: REGIONAL AND AREA SUPERINTENDENTS
PROGRAM CONSULTANTS
MUNICIPAL DIRECTORS AND SUPERINTENDENTS
PRINCIPALS OF SECONDARY SCHOOLS
SECRETARIES OF SECONDARY SCHOOL BOARDS
PRESIDENTS OF COLLEGES OF APPLIED ARTS AND TECHNOLOGY

RE: GUIDELINES TO AVOID DUPLICATION OF EDUCATIONAL PROGRAMS OFFERED BY SECONDARY SCHOOL BOARDS AND BOARDS OF GOVERNORS OF COLLEGES OF APPLIED ARTS AND TECHNOLOGY

With the establishment of Colleges of Applied Arts and Technology in 19 areas of the Province, these Colleges will now be able to assume responsibility for certain courses previously offered by secondary school boards. This will not preclude the continuation of evening classes now operated by school boards for persons who wish to take courses other than those leading to admission to a College of Applied Arts and Technology.

1. RESPONSIBILITY OF SCHOOL BOARDS FOR EVENING CLASSES

Courses offered by secondary school boards may be of three types:

(i) courses leading to Ontario Secondary School Graduation (or Honour) Graduation diplomas;

(ii) information and upgrading courses not leading to diplomas;

(iii) cultural and recreational courses.

2. AGREEMENTS BETWEEN SCHOOL BOARDS AND BOARDS OF GOVERNORS

Where adequate College facilities are not yet available for programs for which the Colleges will be responsible, the Boards of Governors of the Colleges may wish to rent accommodation from school boards. Although school boards are under no obligation to make such agreements, it is recommended that they cooperate to avoid unnecessary duplication of educational service in the community, provided that the arrangements preclude any conflict of interests. When a school board operates an evening class program in secondary school diploma subjects, conflict should be avoided in rates of pay offered to teachers and in the time and accommodation required for the different types of program.

3. RESPONSIBILITY OF BOARDS OF GOVERNORS, COLLEGES OF APPLIED ARTS AND TECHNOLOGY

In order to avoid unnecessary duplication of educational service in a community, the Colleges of Applied Arts and Technology should take responsibility, as soon as convenient, for the following programs:

(i) THE ADVANCED TECHNICAL EVENING CLASS PROGRAM

the program developed as the parallel to the full-time technology program in the former Institutes of Technology

(ii) THE BUSINESS EXTENSION PROGRAM

the program developed to offer part-time students an evening school program parallel to the full-time Business Administration Program in the former Institutes of Technology

(iii) THE ONTARIO MANPOWER TRAINING PROGRAM

an extremely effective program which has been administered to date by local school boards in cooperation with the Applied Arts and Technology Branch of the Department of Education

When it is mutually convenient in a community to transfer the administration of the program to the College of Applied Arts and Technology, the local school board and the board of governors of the College concerned should apply to the Minister of Education for such a transfer, addressing correspondence to the Directors of the Applied Arts and Technology Branch, Department of Education, 55 Eglinton Avenue East, Toronto 12.

(iv) PROGRAMS IN BUSINESS AND INDUSTRY

programs made available during the past four years to interested people in business and industry

Field Supervisors from the Applied Arts and Technology Branch of the Department assist local groups in establishing programs which include seminars in small business management, upgrading courses for industrial employees, and courses for foremen.

It is expected that the Extension Division of the Colleges will assume responsibility for organizing these programs in their respective areas. The Applied Arts and Technology Branch will continue to provide the course outlines and materials for the programs since they are operated under the authority of the new federal Adult Occupational Training Act.

(v) ACCELERATED UPGRADING COURSES IN CERTAIN ACADEMIC SUBJECTS

courses for those adult students (nineteen years of age or over) who require additional background in certain subjects, such as Mathematics and English, as prerequisites for admission to a regular program at a College of Applied Arts and Technology

Since these courses do not lead to an Ontario Secondary School Graduation (or Honour) Graduation Diploma, the counselling staffs of the Colleges must ensure that students wishing to take secondary school courses for credit towards a diploma are advised to attend classes in the local secondary school.

L. M. Johnston,
Assistant Deputy Minister.

G. L. Duffin,
Assistant Deputy Minister.

February 28, 1968.

Appendix E: Index of Exhibits Submitted to the Standing Administration of Justice Committee Regarding Bill 19 which Refers to Continuing Education

Exhibit No.	6	1979 05 16	RYERSON POLYTECHNICAL INSTITUTE
	14	1979 05 17	CANADIAN ORGANIZATION OF PART-TIME UNIVERSITY STUDENTS
	17	1979 05 17	MCMASTER STUDENTS' UNION, INC.
	35	1979 06 08	CENTRAL STUDENT ASSOCIATION, UNIVERSITY OF GUELPH
	46	1979 07 17	SHAW COLLEGES
	80	1979 09 19	THE MOVEMENT FOR CANADIAN LITERACY
	89	1979 09 24	COMMITTEE ON PARENT EDUCATION, ALFRED ADLER INSTITUTE OF ONTARIO
	94	1979 09 26	REV. CHARLES J. SCOTT
	95	1979 09 26	ADULT BASIC EDUCATION
	96	1979 09 26	LONDON PUBLIC LIBRARIES AND MUSEUMS
	97	1979 09 26	ONTARIO ASSOCIATION FOR CONTINUING EDUCATION
	98	1979 09 26	LONDON COUNCIL FOR ADULT EDUCATION
	112	1979 10 01	THE MOVEMENT FOR CANADIAN LITERACY
	113	1979 10 01	ONTARIO FEDERATION OF LABOUR
	114	1979 10 01	THE ALMONTE AND AREA COMMITTEE FOR CONTINUING LEARNING
	116	1979 10 01	THE COUNCIL ON CONTINUING EDUCATION FOR BRANTFORD AND BRANT COUNTY
	123	1979 10 03	PROVINCIAL COMMITTEE CONTINUING EDUCATION OFFICERS, COLLEGES OF APPLIED ARTS AND TECHNOLOGY
	126	1979 10 03	FRONTIER COLLEGE

Appendix F: Canada Manpower Programs

Canada Manpower Industrial Training Program

1. General Description of CMITP

CMITP is a shared-cost incentive program.

The federal government will reimburse employers for a share of the costs they incur for employee training.

It is a national program; however, the delivery of the program varies from province to province.

In Ontario, the federal government finances and administers the program, and the Province develops course content and monitors the technical aspects and quality of the program.

2. Objectives of CMITP

The main objectives of CMITP are to:

a) encourage employers to establish training programs and to improve those they may already have,

b) alleviate skill shortages.

3. Employer Eligibility

Any Canadian employer or employer association whose operations are not financed primarily by public funds may apply.

4. Trainee Eligibility

A trainee must be 17 years of age (one year beyond school leaving age).

At the time of training he/she must be employed by the contracting employer.

Canada Manpower Training Program
(Institutional Training)

Objectives

Under CMTP the Province and the federal government co-operate to facilitate the economic growth of Ontario and to help ensure an adequate supply of skilled manpower for industry.

Course Purchases

Training is purchased from the Province and provided by the community colleges and a few private training schools.

Purchases are based primarily on the needs of industry as perceived by the CECs and the colleges.

Industry is invited to participate in the planning, and employers are encouraged to serve on course advisory committees.

Selection of Trainees

Selection criteria are related to the needs of industry.

Employers, CECs and colleges must work together to ensure that the most suitable trainees are selected for skill occupations.

Placement of Graduates

Employers may obtain graduates of skill courses by contacting the CECs or the colleges.

Most graduates will need additional training on the job to become fully productive.

In higher skill occupations a co-ordinated CMTP (institutional) and CMITP (industrial) approach may be developed.

Evaluation

CECs and colleges have methods of assessing institutional training, but feedback from the employers is essential if we are to provide effective courses and achieve objectives.

Appendix G: Consultation

The preparation of this paper provided opportunity to meet and discuss the ideas with a number of people and groups. The consultation process, however, can only begin when the paper is available for detailed study.

Nevertheless, the people listed here provided a hearing, reactions, and suggestions. A good deal of the feedback has had impact in the form of revisions. Many other suggestions, of course, could not be incorporated for one reason or another.

Individuals

Mr. R. Barbeau - Superintendent, Sudbury Board of Education (F)
* Mr. Neil Barnes - Senior Education Officer, British Broadcasting Corporation
Mr. M. Beauchemin - Director of Education, Ottawa Board of Education (F)
Mr. J. Bonner - Ministry of Colleges and Universities
Dr. Donald Brundage - Ontario Institute for Studies in Education
* Mr. Geoffrey Burn - Consultant on Open University, Canadian Book Publishers Association
Ms. Eleanor Christopherson - Ontario Association of Continuing Education
Mr. Peter Clyne - Inner London Education Authority
Mme M. Cousineau - Centres des Jeunes, Sudbury (F)
Dr. D'Iorio - Vice-Rector, University of Ottawa
Mrs. Jane Dobell - Trustee, Ottawa Board of Education and Board Member, Algonquin College
Dr. Ron Faris - Ministry of Education and Science, British Columbia
Mr. Peter Finestone - Ontario Association for Continuing Education
Mr. David Grimes - Continuing Education, Fanshawe College
Dr. Joanne Hayne - University of Toronto, School of Continuing Studies
Dr. Roby Kidd - Ontario Institute for Studies in Education
Mr. J. Lachappelle - Sudbury Separate School Board (F)
Mr. G. Lafreniere - Laurentian University (F)
Mr. Doug Lawless - Executive Director, Association of Large School Boards in Ontario
Ms. Charlotte Lemieux - Ottawa Board of Education (F)
Mr. Ken MacKeracher - Dean of Continuing Education, Ryerson Polytechnical Institute
Ms. Jacqui Matte - Ministry of Colleges and Universities
Mrs. C. Matthews - education for aging
Mrs. E. Matthews - Ministry of Colleges and Universities

Ms. D. McPhedran - Ministry of Education
Mr. Ian Morrison - Canadian Association for Adult Education
Ms. Sheila Murray - Chairperson, Provincial Committee of Continuing Education Officers and Dean of Continuing Education, Algonquin College
Mr. Peter Noble - Ministry of Education
* Mr. Jack Pierpoint - Frontier College
Mr. Donald Pollock - Chairman, Ontario Manpower Commission
Mr. Walter Pitman - President, Ryerson
* Ms. Sidney Pratt - Ministry of Culture and Recreation and St. Christopher House
Fr. Regimbal - Centres des Jeunes, Sudbury (F)
Ms. J. St. Rose-Haynes - Ministry of Education
* Mr. Jack Shapiro - Ontario Youth Secretariat
Dr. Alan Thomas - Ontario Institute for Studies in Education
Mr. Robert Tilroe - Ontario Association for Continuing Education
Mr. K. Waites - Ministry of Education
Dr. Wilf Wees - Ontario Institute for Studies in Education
Ms. Carolyn Youssef - Metro Toronto Movement for Literacy

Groups

Continuing education personnel from school boards of the Eastern Ontario Region
Robert Gillett and members of Ottawa Board Continuing Education staff
* Ontario Institute for Studies in Education, Department of Adult Education Students' Association
Presidents of Eastern Region Colleges of Applied Arts and Technology

Institution Representatives

Continuing Education School Board Administrators (Executive and Members)
* Etobicoke Board of Education
London Council for Adult Education
Ontario Association of Continuing Education (representatives of Continuing Education Policy Committee)
* Ontario Educational Communications Authority - Chairman, Dr. Parr and senior staff
Provincial Committee of Continuing Education Officers - executive
Provincial Committee of Continuing Education Officers - Eastern Regional Conference

Government Agencies

Interministerial Work Group - Mr. B. Ahrens
Mr. L. Bradley
Dr. R. Graham
Ms. V. Jacobsen
Mr. D. Ko
Mr. W. Wyman
* Ministry of Culture and Recreation, Newcomer Services Branch - consultants and nine officials
* Ministry of Culture and Recreation, Native Community Branch - director and staff

(F) Francophone

* Consulted by Task Force prior to October 1, 1979

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POOR

QUALITY

ORIGINAL